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Annual report. 1940.

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(Above on file in office of Commissioner)

THE COMMONWEALTH OF MASSACHUSETTS

DEPARTMENT OF PUBLIC WELFARE

Arthur G. Botch, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-first Annual Report of the Department of Public Welfare, covering the year from December 1, 1939 to November 30, 1940 is herewith respectfully presented.

Members of the Advisory Board of the Department of Public Welfare

Date of Original Appointment	Name	Residence	Date of Expiration
Dec. 1, 1935	Mary T. Roberts	Chestnut Hill	Dec.1,1941
Dec. 1, 1936	Frederick P. Schmid	Boston	Jan.31,1943
Dec. 1, 1938	Marjorie R. Stoneham	Brookline	Dec.1, 1941
Nov. 1, 1939	David W. Armstrong	Worcester	Dec.1, 1940
Jan.10, 1940	Robert Cutler	Boston	Dec.1, 1940
June 26,1940	Walter H. Shales	Worcester	Jan.31,1943

COMMISSIONER'S REPORT

FOR YEAR ENDING NOVEMBER, 1940

The year 1940, which was the first full year since the reorganization that was put into effect in the Division of Aid and Relief by Mr. David Armstrong, was a very important and active year for the Department, particularly in the Division of Aid and Relief. The Public Welfare District Offices established in 1939 continued to function under Acting District Supervisors pending the establishment of lists. Important progress was made during the year under the new plan of reorganization whereby the state department supervised the work of the local boards of public welfare and bureaus of old age assistance and no longer duplicated the work of the local boards and bureaus in making investigations.

Perhaps one of the most important items of the year was the necessity of establishing a Merit System for all employees of cities and towns directly connected with the Federal categories of relief not covered by civil service. The department endeavored to postpone establishing a Merit System until the Legislature came into session in 1941, and for this purpose the Commissioner went to Washington to make such an appeal to the Social Security Board. This request was refused. On April 15, 1940 the Merit System became effective for all employees of local boards of public welfare and bureaus of old age assistance who were not covered by civil service. Then followed a comprehensive job of classification and finally an examination was held on September 21, 1940 for agents, supervisors and visitors, and on September 28, 1940 for clerks. A bill to validate action of the Commissioner and place all positions under civil service has been prepared and will be submitted to the Legislature when it convenes in 1941. The Civil Service Department cooperated with this department in a splendid way and conducted the examination for the Merit System all over the State.

As a further result of Federal legislation the Commissioner promulgated a rule forbidding political activity of employees handling Old Age assistance and Aid to Dependent Children both in the department and in cities and towns.

During the past year several positions formerly approved were filled through civil service; namely, Public Welfare Physician - Dr. Benjamin W. Mandelstam, Head Medical Social Worker - Mrs. Dorothy A. Oates, and Home Economist - Miss Blanche F. Dimond. These positions were planned for as part of the reorganization of the Division of Aid and Relief and have added great strength to the supervisory work of the department and have added a consultive service to the cities and towns which will be of great value for the future. The positions of Chief District Supervisor and Public Welfare District Supervisors were not filled during the year because of the many appeals from the results of examinations held in 1939.

The General Relief load throughout the State showed a rather marked reduction in the number of cases and the amount of money spent. In January of 1940, there were 69,810 cases and in December there were 52,023 cases and there was a corresponding reduction in the cost. The number of Old Age Assistance cases continued to rise and the expense increased about a million dollars. Aid to Dependent Children also increased steadily during the year with the corresponding increase in the amount of money spent for this category.

During the year a new receiving room for children under the care of the Division of Child Guardianship was obtained and through the efforts of the Civic League (Child Welfare League) for which help the department is very grateful. There is still great need for changes in this division because of cramped quarters particularly in connection with the clothing room.

On June 1, 1940 it was necessary for the department to sign an agreement with the Federal Surplus Marketing Administration in order that surplus commodities sent to the Commonwealth might be made available to

individuals in need in the cities and towns of the Commonwealth. This responsibility added greatly to the work of the department and during the year in connection with this program several communities changed from the direct distribution method to the Stamp Plan which bids fair to spread to a very large number of cities and towns in the Commonwealth. A bill is to be introduced into the Legislature in its next session to confirm the action of the Commissioner in signing the agreement with the Surplus Marketing Administration.

The Commissioner in his first full year in office wishes to thank the Advisory Board, the entire staff of the department, the local boards of public welfare, and their staffs for their splendid cooperation and help during the year.

DIVISION OF AID AND RELIEF

Frank W. Goodhue, Director

The Division of Aid and Relief includes four subdivisions: Subdivision of Settlements, Subdivision of Supervisors Service, Subdivision of Social Service to Tewksbury, Subdivision of Appeals.

The reports of the supervisors of these subdivions are herewith submitted.

- - - -

The Division of Aid and Relief submits its first annual report since the reorganization of the public assistance program in August 1939. At that time the division withdrew from the actual administration of relief, from case investigation, and personal contact with relief recipients. It abolished the three subdivisions dealing separately with a single category of relief and established a generalized supervisory service to local boards of public welfare and bureaus of old age assistance. The administration of relief including case investigation, the determination of need and the granting of assistance has been assumed by the local boards of public welfare as a local responsibility and a function of local government. The state department continues to retain the supervision of the expenditure of $34,000,000 of Federal grants and State funds which are entrusted to local boards to care for the 86,743 old age assistance recipients, 12,535 Aid to Dependent Children families, and 21,355 unsettled General Relief cases

An integral part of this supervision is the responsibility and concern for the standards of the administration of public assistance in the 351 cities and towns. It will be admitted freely by local relief officers and by the general public that it is the duty of the state department to set standards for the administration of public assistance and to assist local units to meet these standards so that there may be a uniform service throughout the Commonwealth to meet human needs. A "standard" according to the dictionary, is "a criterion; a model;that which has been tried by the proper test." Professional groups interested in public welfare have developed through study and experience such standards and criteria, which public welfare officials may now accept and know that they are using the best available thought and practice. Believing that persons in need of public assistance are entitled to fair and equitable consideration of their needs and that local administrators are desirous of meeting these needs in the best possible way, the department is establishing through its supervisory service such uniform standards. It is giving local boards time and service to readjust their programs to meet these standards, but the department will, eventually, insist that the standards must be in effect to receive reimbursement from federal and state funds. The establishment of standards may be defined as a gradual process of education to the value of the requirements which must be clearly understood before acceptance and practice can be assured.

ADMINISTRATION OF PUBLIC ASSISTANCE

The Manual for the Administration of Public Assistance published in October 1939 was the first complete guide on rules, policies, and procedures of the department, which the local boards had ever received and was an introduction to the new program with its new objectives.

Records and Forms In January 1940 the next step was taken to establish a uniform system of records upon which the department could base its approval for reimbursement. These record forms, supplied as needed by the department, were installed in every city and town. They do not preclude local records but are required by the department as "Notice of Assistance", as "Certification of Eligibility", and for changes of assistance. The forms, troublesome as they have been to both local and state workers, are helping to establish standards of case investigation and case recording.

The certification of eligibility (a minimum record of investigation with an itemized account of the grant) must be approved by the department representative for the local board to receive reimbursement. Thus, for the first time, local boards are required to keep written records of investigation, of availability of resources, and of determination of need in more or less adequate form, according to the personnel in the local office. This requirement has been difficult in the small towns where boards of public welfare have no funds to employ assistance or where the staff is limited. Inadequacy of personnel has been a great problem everywhere and has delayed progress in both local and state offices.

The year's work has produced some results, in that communities have begun to recognize that the administration of welfare is a major function of government and is often the second largest item in the municipality's appropriations. More important is the growing concern and understanding that human needs of persons in distress must have careful and intelligent consideration to prevent loss of morale and continued dependency. Many local boards have been able to add clerks, and, in some instances social workers, to their staffs to meet the improving standards. It is interesting to note that in 170 towns of the 351 communities, which have an average monthly case load of less than 100 cases in all forms of relief, 92 of these towns have only elected boards of public welfare who have not even a clerk to assist them; in 216 towns the monthly average case load was less than 150. For these small towns who are struggling to improve their service the answer to their difficulties would seem to be an agent, or social worker, with a clerk, jointly employed by 2 or 3 towns combining their resources. The success of this union has been ably demonstrated by the towns of Ayer, Shirley, and Groton, which have employed for the last 6 years the same agent to service their combined case loads with greater benefits to the needy and reduced costs to the towns. With the demand for better records have come also new filing equipments and larger office accommodations which make the work of the welfare office assume its proper importance and dignity. The significance of the record should not be out of proportion to other needs in the welfare administration, but adequate records do give an amazingly true estimate of services rendered, and under present procedures are essential to both state and local agencies.

Standards of Assistance In the past, local boards and bureaus have determined their own standards of assistance, or relief allowances, to needy persons, with the exception that the Old Age Assistance Law did establish a minimum of $30.00 a month, which has resulted in 75% of the 86,743 cases receiving $30.00 a month or less, with little consideration of their actual needs. This lack of uniform standard has resulted in 351 different standards set by the intelligence and generosity--or lack of them--of the local administrators, a practice obviously unfair to the recipients whose allowances have varied not in accordance with need but with the community in which they happened to live. To improve this condition the Manual contained a chapter on "Budgets" which explained the items of the family budget necessary for health and decency, including a standard food budget computed scientifically as of June, 1939, and subject to change every six months if there were changes of more than 5% in the costs of food. Local boards and bureaus were beginning to feel keenly the need of such a guide because the right of appeal and fair hearing in Old Age Assistance and Aid to Dependent Children categories had shown the varying inadequacies of the relief grants. In July, 1940, a revised budget was released for General Relief and Aid to Dependent Children, and a special budget for Old Age Assistance was set up to meet the particular situations of that category

and to give the Division of Appeals a basis for its decisions. In this procedure the item of clothing was looming large because the money for food was being used for clothing which had been granted only on a need basis. To meet this disturbing but well-known fact when no regular grant for clothing is included, a committee of the staff was appointed to study clothing costs in several parts of the state to determine a budget figure for clothing according to age, sex, and activity. The result of this study will be the clothing budget released in 1941.

Valuable as standards are, they do not insure uniformity unless accompanied by intelligent interpretation, and the irregularities and the inadequacies of relief throughout the state made more urgent than ever the need of skilled professional leadership in standards of assistance. The appointment of a home economist to the staff supplied this service, much wanted by both state and local workers, and will be a most important contribution to the whole public welfare program. After a period of study, the assistance standards will be established, and adapted to local conditions and situations, so that all recipients of public assistance will have fair and equitable treatment regardless of where they may live. Another year, with the continuing cooperation of local boards, should show a great advance toward uniform standards.

Case Reviews In conjunction with the review of the certifications of eligibility in the local office, the supervisory service has developed a new procedure known as the "Case Review" which, it is hoped, may be substituted in the future for the individual case approval as a more constructive service to local administration. The case review is a selected spot check of the total case load in each category, as to legal eligibility--need, available resources, health and medical care, adequacy of grant, and continuing eligibility. A tabulation of the findings with a written evaluation of the total service given in the special category as seen by the reviewer, is presented to the local board or bureau for discussion, comment, and criticism. In this manner the local board has a survey of its administration which aims to be helpful and constructive for better work. The case reviews on Old Age Assistance began in mid-summer in cities and towns and have proceeded as rapidly as the staff workers could be released from their routine work. The technique of the case review will improve with practice and the value to local boards will increase as the purpose of the reviews becomes better understood and the evaluations more searching and comprehensive. Case reviews are a continuing process and would seem to be the best method devised so far in a supervisory service to assist and improve the local social services.

THE SUPERVISORY SERVICE

The purpose and function of the supervisory service of the department's staff is to advise and assist local boards and bureaus to improve their standards, to interpret rules, regulations, and policies of the department as written in the Manual, and as revised and supplemented by the department; to understand the problems of local administrators; to confer with local boards and the individual workers on difficult problems; and to support efforts to improve local programs. To accomplish this the department decentralized its work into seven welfare districts with offices in Springfield, Worcester, Lawrence, Brockton, Medford, New Bedford

and Boston. The districts were established according to case loads and extent of territory to be covered. Each district, except District VII, has the supervision of 12-15,000 cases. District VII, including Boston, Everett, Somerville, Cambridge, and Brookline, has some 30,000 cases or more under supervision. Each district office is in charge of a district supervisor, assisted by a head social worker, a statistical agent, a settlement agent, clerical service, and a staff of social workers varying in number according to the size of the district. Each staff worker, or so-called "area visitor", has an assigned area of a city, or a certain number of towns, in which the local administration of public assistance in all categories is his particular and special responsibility. He (or she) visits towns regularly according to schedule, to confer with the local agent or board on new applications and special problems and to review case records for the certification of eligibility and for the change of status of closings, and openings, and change in aid. When these records are approved, they are sent to the district office for the final approval of the district supervisor who forwards them to the Bureau of Accounts which is responsible for certifying reimbursement to local boards.

That the local boards have responded to this regular service was evidenced in preparation for the merit system examination, when local workers asked their area visitors to lead discussion groups on law, rules, and policies of the department. In two districts local boards arranged for eight or ten prescribed lectures and discussions, which were later mimeographed. In one district two groups of local workers have been meeting monthly under the leadership of their area visitors to discuss and improve their welfare service. The interest aroused by the staff in their frequent and helpful visits to local boards has stimulated new enthusiasms and is very definitely improving welfare administration. The statistical agents, whose duties are quite distinct from the area visitors' duties, visit their communities within their districts to help to install and improve fiscal and accounting methods, to check payrolls, and to supervise the monthly statistics needed for the monthly reports required by the Social Security Board. The settlement agents have reviewed the settlement histories submitted with the certifications of eligibility to determine the settlement status. They have arranged discussion groups of local workers for instruction and clarification in settlement laws.

The district supervisor with the area visitor frequently visits the local offices to discuss policies and procedures, difficult problems, and the findings of the case reviews; group conferences have been arranged in areas to discuss common problems, or local boards may come to the district office for advice and assistance. The district supervisors call upon the consultants whenever local problems occur which need special services. Staff conferences are held in the district offices every two weeks to discuss the problems of the communities within the district and to review with the district supervisor policies and procedures for more uniform instructions to the local workers. The area visitors have frequent individual conferences with their supervisors to review their areas and every six months have submitted written reports so that the district supervisors are well informed on the progress and the problems within their districts.

The district offices have been used as centers for meetings with local boards or special conferences with other agencies, and it is hoped that they may become increasingly useful centers for all matters

pertaining to the welfare of the districts.

The district supervisors have met twice a month for conferences with theCommissioner, the Director of the Division of Aid and Relief, the Chief Supervisor, the Supervisors of Appeals, of Research and Statistics, of the Bureau of Accounts, and, recently, the consultants. This group discusses and reviews the problems and policies of the department. Here the thinking, leading to decisions, is made for the improvement of the service and referred for final approval to the Commissioner and Director. The establishment of new rules, approved by the Advisory Board of the Department, and of new policies and procedures, have been announced in letters from the Commissioner to local boards and bureaus, and will later appear in the revised pages of the Manual.

Consultant Services In September 1940 Mrs. Dorothy A. Oates was appointed from the Civil Service register as medical social worker consultant. Mrs. Oates had many years experience as a medical social worker in public and private hospitals and in recent years has been in the chronic disease division of the State Department of Health. In October 1940 Dr. Benjamin W. Mandelstam was appointed from the Civil Service register as medical consultant for the department. Dr. Mandelstam graduated from Harvard University and Tufts Medical School. After several interneships in private hospitals he entered private practice from which he comes to this service. Medical problems of public welfare are so many and of such infinite variety that the combination of a physician and medical social worker should offer local boards excellent advice and assistance in setting up new and improved medical care.

In October Miss Blanche Dimond, nutrition supervisor of the Boston Community Health Association, was appointed from the Civil Service register as home economist for the department. Miss Dimond has had a long and successful experience in a public health agency, earning a national reputation and will give professional leadership in assistance standards.

Staff Development To keep a staff of 125 in the supervisory service in an alert, intelligent, and enthusiastic frame of mind so that work is not drudgery but always an interesting adventure for the day, a plan must be made to give opportunity for study, for new activities, for the development of hidden capabilities. The year has been very busy and as no supervisor of in-training service has yet been appointed it became the added responsibility of the district supervisor to keep his or her staff eager and alive despite plenty of discouragements. Beginning with the District Supervisors' Conference at the Central Office from which the district supervisor could carry enthusiasm, policy thinking, and new developments to his own staff conference where policies and procedures could be further discussed from the knowledge of local levels, and then the fruits of these discussions returned to the Supervisors' Conference, has succeeded in making the staff constant contributors to the growth of the Reorganization. The individual conferences with the supervisors have given added security to the workers and the line organization has never been undercut. The consultants have brought new knowledge to the staff, which it passes on to the local units. . A conference of all the staff was held all day at the State House in December to review the four months' work since the reorganization and to prepare for the issuance of the new forms. Staff workers have been

encouraged to attend state conferences on social work and public welfare.

Staff committees on the budget, on case history outlines, and on the change of status, have given staff participation in the problems of the administration, and should be encouraged for new and interesting possibilities. Latent abilities brought to light have strengthened the service and the department hopes ways may be found to offer further training to selected workers. The Bookshelf in each district office was established early in the year to keep new professional books and magazines available for the inquiring mind.

The danger of large staffs in public work is that they become routine-a deadly and insidious influence and only by a well-rounded program of staff development, which should be extended to local staffs, can the department retain the enthusiasm of its workers and satisfy the individual aspiration.

The Central Office under the Commissioner and the Director of the Division of Aid and Relief is the center which correlates and coordinates the activities and services of the districts and their relationship to local boards. It sets the standards of public assistance and assumes the leadership for the Commonwealth. The director serves as the liason officer between the representatives of the Social Security Board and the department and initiates new rules, policies, and procedures to conform with the Social Security Board standards.

The Social Security Board representatives for New England, located in Boston, have been invaluable with their advice and assistance in the Reorganization. They have the experience of the whole country from which to draw, and from which the Social Security Board has set uniform standards for the forty-eight states with enough flexibility for local conditions. Its purpose and motive is to see that all persons throughout this land, entitled to the public assistance in which the federal government participates, shall have fair and equitable treatment, and if aggrieved, the right of the individual of appeal and a fair hearing under uniform procedures. This attitude of the Board toward individual need has done much to lessen the stigma of public relief and is helping to make public assistance a humane and dignified governmental service to which all eligible persons in distress have a right. From the state's point of view it should be inspiring to be a part of a great country-wide program, established by the Congress, to meet human needs, and to share in making at least one state in this great union a better place in which to live. The department was asked to present its plan for public assistance and its methods of operation in the state, which was reviewed, and with the larger knowledge of the Social Security Board certain aspects were improved and amplified. This approved plan became the outline for its Reorganization and operation. Through the year experts on personnel, standards, medical care, and staff development have come to Boston for conference and advice,--readily accessible, and a valuable addition to the highly esteemed consultants permanently stationed here. The fiscal auditors of the Social Security Board have audited for fiscal and social exceptions all Aid to Dependent Children and Old Age cases active from June 1939 to June 1940 in the local offices and time was allowed to clear the exceptions through the state and local staffs before disallowances were made. Hereafter an administration review will be substituted for this audit, a more comprehensive test of local and state performance.

The service of Old Age and Survivors Insurance of the Social Security

Board, effective in January 1940, was explained by its agents to local boards throughout the state in group meetings and the department supplied forms and procedures as the insurance may be an available resource for many public dependents.

Cooperation of local Boards and Bureaus of Old Age Assistance
This report could not close without expression of the remarkable cooperation experienced in every welfare office throughout the state, in accepting the Reorganization. The local boards have been anxious to improve their work but they needed leadership which the department due to its traditional respect for local autonomy has been hesitant to exert. Now that the department has accepted its rightful responsibility it recognizes its dependency on the efforts of local boards and appreciates not only their fine spirit but the great help which the committees of the relief officers associations have given throughout the year in the many perplexing problems which are constantly arising. The time, it is hoped, is not far distant when this interdependence of state and local will so unify the thinking on public welfare that the resulting strength of conviction and confidence will establish a public assistance service second to none.

Conclusions The year has been momentous; to break with traditions of the past in a state where local prerogatives have always been paramount, and swing the department, our organization as well as local boards, into line with the newer and broader objectives for public welfare services has been a tremendous undertaking, and not yet accomplished. However, one can say that the initial education has been well received, that recognition and awareness of a faulty system is the first step toward improvement, that local and state workers, wanting something better, are alert and willing, on the whole, to accept new methods, that the assignment of areas to a single worker who covers all categories of relief increases the individual staff worker's responsibility, and diminishes confusion and misunderstandings in the local offices, that the emphasis is now on the assistance to the individual and no longer on his legal settlement, that the use of a standard budget to determine the relief grant is being argued but not yet accepted, that case history or record is acknowledged as a necessity but not always complete, that quality and quantity of personnel, admittedly inadequate, hopes for improvement established by the merit system.

The liabilities, which the next year must turn into assets, are the difficulties encountered to obtain sufficiently well-trained personnel in local offices, the almost universal inadequacy of records, the standards for estimating the relief grant, the varying standards of social investigation to determine need, the large expenditures for medical care which may be of doubtful quality, and too many cases--Old Age Assistance and Aid to Dependent Children--presented for appeal, showing weakness in supervision and administration.

As these liabilities are checked against the assets the general conclusion may be that both local and state departments have been aroused to a keen awareness of the new order and accept the challenge that local administration with state supervision will be the most efficient as well as the most democratic form of public welfare administration.

STATISTICS FOR PUBLIC ASSISTANCE

FOR NOVEMBER 1940

	OLD AGE ASSISTANCE	AID TO DEPENDENT CHILDREN	GENERAL RELIEF
No. of cases	86,743	12,535 (31,[illegible]82 chn)	52,530 (41355 unsett)
Total payments	2,498,102	733,308	1,408,683
Average per case	28.80	58.50	26.81

Total number of cases receiving department supervision and reimbursement on November 30, 1940 120,633

New applications for November 1940 3,959
Certifications of eligibility approved for Nov. 1940 8,305
Pending cases awaiting approval for Nov. 1940 8,310
Re-openings [illegible]ld cases for Nov. 1940. 553
Closings " " 3,423

Changes of status (aid) for Nov. 1940 16,873
Total changes of status for Nov. 1940 20,849

EXPENDITURES FOR THE YEAR 1940

Gross cost to cities and towns for year 1940 . . . . . .$60,515,880.62

State reimbursement to cities and towns for year 1940..$17,637,471.08
Federal allotments to cities and towns " " " 16,[illegible]41,302.38
Net cost to cities and towns for year 1940. . . . . 26,037,1[illegible]7.16

$60,515,880.62

SUBDIVISION OF SETTLEMENTS

Edward F. Morgan, Supervisor

The subdivision of settlements investigates the settlements of patients admitted to the State Infirmary, State Farm (infirmary department), state sanatoria, and the Massachusetts Hospital School, and generally supervises the settlement work of the division. There were two persons remaining in the infirmary department of the State Farm on November 30, 1940.

The facilities of the infirmary department are no longer available for the admission of dependent persons from cities and towns.

The following table is a summary of the work done during the year in the examination and investigation of settlements of inmates of the state institutions:

Institutions	Examinations	Orders Issued	Settlements Found	No Settlement	Orders withdrawn	Total Cases Returned
State Infirmary	2384	695	457	318	485	1260
State Farm	5	7	3	4	2	9
Lakeville State Sanatorium	236	195	186	58	1	245
No. Reading State Sanatorium	141	118	115	32	-	147
Rutland State Sanatorium	200	93	78	114	-	192
Westfield State Sanatorium	164	145	122	20	-	142
Massachusetts Hospital School	15	15	10	7	-	17
Totals	3145	1268	971	553	488	2012

Cases pending November 30, 1940 - 732

A U D I T

The number, amount, and allowance of the bills examined on account of cases of temporary aid, sick state poor, dangerous diseases, burial, old age assistance, and aid to dependent children, are shown in the following tabulation.

SICK STATE POOR	11,501	$ 463,765.75	$ 331,901.78	$ 131,863.97
TEMPORARY AID AND TRANSPORTATION	29,479	4,502,229.22	4,249,218.63*	253,010.59
DANGEROUS DISEASES	1,279	188,249.96	154,296.50	33,953.46
AID TO DEPENDENT CHILDREN	12,694	2,411,461.08	2,390,047.71	21,413.37
BURIALS	421	12,557.70	11,002.20	1,555.50
OLD AGE ASSISTANCE	89,675	10,125,108.13	10,000,311.88	124,796.25
GRAND TOTALS	145,049	$ 17,703.371.84	$ 17,136,778.70	$ 566,593.14

* Includes $2,097.55 for transportation to the State Infirmary and $4,096.86 for all other transportation.

NOTE: Of the allowance for Temporary Aid $405,415.97 was in payment of claims for years prior to 1938/39. These claims were re-audited and approved because of additional information received.

REMOVALS

The department is charged with the duty of removing sane poor persons to cities and towns within the Commonwealth, or, when not belonging in Massachusetts, to the state or place where they belong. The following table shows the removals made during the year:

	1938	1939	1940
To other countries	23	12	3
To other states	226	205	251
To towns of residence	1,414	1493	1245
	1,663	1,710	1,499

Supervision of Wayfarer's Lodges and Cheap Lodging Houses

There is but one municipal lodging house in the Commonwealth known as a Wayfarers' Lodge, and this is maintained by the city of Boston. It has a capacity for 170 men. No women are lodged.

The other houses are either commercial or supported by charitable corporations. They are located inBoston, Springfield, New Bedford, and Fall River, and have a total of 1,702 beds.

The houses upon inspection by a representative of the department were found to be patronized nearly to capacity. Conditions are satisfactory, and in general the houses appear to be supplying a well-needed haven for wayfarers.

ANNUAL REPORT OF THE SUB-DIVISION OF SOCIAL SERVICE ENDING NOVEMBER 30,1940

The Sub-Division of Social Service carrying on its work as usual has served all patients admitted to and discharged from the Tewksbury State Hospital and Infirmary. As the Supervisor was asked to assist in the Reorganization of the public assistance program in the Division of Supervisory Service, the staff workers for the last 6 months have carried the responsibilities of administration as well as case loads.

The number of patients admitted and discharged from the institution for the year are as follows:

Received during the year (males)	2144	Females,	440	-	2584
Discharged " " " "	2336	"	484	-	2820
Resident on Nov. 30,1940, "	2133	"	801	-	2934
Daily average "	1946	"	790	-	2736
Largest number on Feb. 5,1940				-	3137
Smallest number on July 18, 1940				-	2361
Total number cared for				-	5515
The institution's capacity				-	3500

The trend of the population of 1940 has been toward decrease in admissions - 2584 - 160 less than last year. The average daily census 2736 - 90 less than last year, but this lowest daily census, 2361, is the outstanding figure comparable only with the boom days of the early twenties. As more beds have been available, admissions of persons with legal settlements, who need long hospitalization, have been increased to 457 patients, some 200 over last year's number.

SOCIAL SERVICE FOR MEN:

Undoubtedly the decrease is due, first, to the increase in employment of the defense program which has been absorbing skilled and semi-skilled workers, leaving vacancies on farms, which were noticeable in low admissions

of the summer, in restaurants, and laboring jobs for which our men have waited for ten years; second, to the Social Security program of Unemployment Compensation benefits which support men while looking for work; and to its Old Age Assistance program, available for all citizens over 65 years old, who have been residents of this State 5 years out of the last 9 years. This last absorption is especially noticeable, as years ago the wards were full of able-bodied aged. There are some, however, who are no longer able to get work but not yet 65 years old, who come to await that birthday, and for whom the social worker initiates the Old Age Assistance application inthe community so that there is no delay when the day arrives for them to return to community living.

A further reduction is due to the continued surveillance of applicants for admission by the Sub-Division social workers at the office of the Boston City Institutions Department. They have interviewed 628 mem; 402 were admitted; 73 returned directly to places of settlement; 7 aided under Chapter 117 at the Salvation Army hostel; 4 returned to relatives, and 142 referred to other agencies or withdrew their requests. Some men, former patients, who have been refused because of a better disposition, have hitch-hiked over the road and asked admission at the institution, and other men, having heard of the shelter and good care, applied directly there. All such applicants are referred to the local Board of Public Welfare in the village which has not the personnel to investigate the need of these men, and consequently give admission blanks routinely. Admissions in this manner have greatly increased in the last 3 years, from 169 in 1937 to 442 in 1940. Immediate interviews with these patients after admissions and immediate discharge, if no medical care is indicated, to other available resources may deter this practice, but as yet it is a growing problem which needs study.

In the following table of statistics certain items need comment.

Men with settlements in 129 cities and towns, in many instances, might have been sent direct to the town of settlement if the local Boards, where the men applied, had taken more careful settlement histories.

Alcoholism, the result of which is found far too often in the hospital wards, presents a real problem for the administration. Seventy-three (73) men were so difficult in the wards that they were taken to the Lowell Court and 45 sent to the State Farm. If a hospital ward could be equipped for treatment and specialized medical care for those who might respond to treatment, a much needed service would be provided. There would have to be selection of cases based on the social and alcocholic history to determine whether the person would benefit by the hospital care, or should be sent to a correctional institution for an indefinite period. The Infirmary would seem to be the institution to offer such treatment on an experimental basis.

Some careful and fine case work has been accomplished in the rehabilitation of men returning to the community. Thirteen (13) who had had tuberculosis were rehabilitated with the help of social agencies, relatives, and local Boards of Public Welfare. Twenty (20) other men were re-established in the community of general relief which had to be supplemented, because of the low allowances, by private agency assistance wherever a health problem was involved.

The follow-up work after discharge has not been as consistent as needed, for interviewing and visiting patients in the hospital has left this part of the service incomplete. In September a new worker, was added to the staff, making four assigned to the men's service and it is hoped a more complete social case work job may be accomplished. With wards crowded with chronic sick, many of whom will never leave the hospital and who depend upon the social worker as an ever ready friend, it has been possible to

touch only the most pressing needs.

MEN ADMITTED TO THE TEWKSBURY STATE HOSPITAL & INFIRMARY DURING THE YEAR.

Ages of Admission:

21 to 40	440
41 to 60	1092
Over 60	612
Total	2144

MEN DISCHARGED FROM TEWKSBURY STATE HOSPITAL & INFIRMARY DURING THE YEAR.

Discharged to:

Relatives and friends	100
Place of settlement	129
Court	73
Employment	208
Other States	68
Other Countries	1
C.C.C.	1
Other Institutions	104
Boards of Health	3
Without Investigation	816
Absconded	661
Old Age Assistance in cities and towns	25
Total Discharged	2189

Deaths 321

SOCIAL SERVICE FOR MEN:

Interviewed at Tewksbury State Hospital and Infirmary	
Discharged without investigation but interviewed	816
Listed as social service cases (short service, 724; intensive service, 438)	1162
Miscellaneous services to men in the hospital wards	
Employment found	208
Assisted to return to other states	68
Assisted to return to other countries	1
Rehabilitation of tuberculosis patients	13
Rehabilitated on Old Age Assistance	25
Rehabilitated on Temporary Aid	20
Men sentenced for drunkenness from Tewksbury State Hospital and Infirmary (through Lowell District Court)	45
Social Services cases followed up in community	600

SOCIAL SERVICE FOR WOMEN AND CHILDREN:

The number of patients in the women's ward remains about the same. Four hundred and forty (440) were admitted as against 442 in the last year, and the number remaining on November 30, 1940 was 801, (Insane, 360). The discharges totaled 401. The accompanying table shows the dispositions.

WOMEN AND CHILDREN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY DURING THE YEAR

Ages of Admission:	
Under 1 year	25
1 to 7 years	13
8 to 16 years	26
17 to 21 years	60
Over 21 years	316
Total	440
BIRTHS	101

WOMEN AND CHILDREN DISCHARGED FROM TEWKSBURY STATE HOSPITAL AND INFIRMARY DURING THE YEAR

Discharged to:	
Relatives and friends	140
Employment	31
Employment with child	61
Private Agencies	2
Place of Settlement	24
Division of Child Guardianship	39
Girls' Parole Department	23
Probation Departments of Courts	15
Sanatoria	1
State Schools for Feebleminded	8
State Hospitals	7
Other institutions	42
Absconded	8
Total	401
DEATHS	86

COURT WORK: The establishment of paternity for children born out of wedlock is directed and assisted by the department's attorney. A summary is as follows:

Adjudications of paternity, with court orders for support	13
Agreements out of court for support of children	10
(No lump sum settlements were received)	
Money collected for support of children born out of wedlock	$3,355.90
Money paid out for support of children born out of wedlock	3,862.08
Number of bank accounts for children, totaling	84

The hospital wards are continuously well filled with chronic sick, the women's pavilion or ambulatory ward has empty beds which were formerly filled with the aged as permanent residents. Now as they reach 65 years of age they apply for Old Age Assistance in the community, preferring their little independence to institutional life.

The maternity ward had 98 admissions. Twenty one (21) were from the State Industrial School. As the Women's Reformatory, since 1939, has not sent patients for confinement, it might be possible to offer maternity service to mothers receiving public assistance in the town adjacent to Tewksbury.

The tuberculosis ward for women was closed in October because of the small number of admissions, due to the fact that the County Sanatoria are meeting local needs and the State Sanatorium at Rutland has available beds for patients without legal settlement. The fifteen patients were transferred to Rutland, Middlesex County, and the Boston Sanatoria.

The social workers give immediate service to every woman and child by careful investigation to determine their needs and make a plan for their rehabilitation when they are ready to leave the hospital. Four workers have on the average 35-40 cases as a constant case load, within the hospital, awaiting investigation or placement, and one worker, who cares for the older women and children who are not State Wards, has a case load of about 200, all of whom need constant bedside visiting and friendly service.

The most difficult social problems which need special consideration and understanding are those of the unmarried mothers and their babies. The social hazards of our communities, retarded mentality, and emotional instability, due to inheritance and home environment, are the frequent causes of these catastrophes. Those (36 in number) who are found to be committable feebleminded, are detained at the institution with the expectation of permanent custody in a school for the feebleminded; others when they recover

their health are returned to their homes or are placed at work under friendly supervision.

CHILDREN'S WARD:

Mothers with their babies after 3 or 4 weeks in the maternity ward are continually transferred to this building where they remain through the nursing period or until discharged from the infirmary. Here also are the little wards of the State - 60 to 70 - who are unplaceable in foster homes, due to mental deficiency and physical handicaps, and other little children, similarly afflicted whose families cannot care for them, because of the sick mother or overcrowded home conditions. There would seem to be an increasing number of these pitiful cases who have hydrocephalus, spinal bifidas, and other incurable diseases. Eleven (11) such children were admitted, and 8 have died within the year. There is no other hospital available which will accept them, and although they rightfully belong to the care and custody of the Department of Mental Health, it refuses to consider them because they are uneducable, and need nursing care only. It is an unreasonable hardship for a family or local board of public welfare to pay $9.00 a week on a settled case when care of such mental cases should be free.

SUPERVISION IN THE COMMUNITY:

The after-care of patients discharged from the hospital tends to prove whether the social planning was well considered. Five hundred and eighteen (518) persons were under active supervision, receiving some assistance within the last 6 months. Some may have had intensive service, such as replacements at work, arrangements for foster care of the baby, medical follow-up in a monthly clinic; others may have made only friendly visits to the office to report progress. This rehabilitation program is always absorbingly worthwhile and challenges ones best efforts. One staff worker fits into the program of all the others as she assists in the after-care for all the patients. She

meets them as they come from the infirmary (668) helps them to their many destinations, accompanies patients to the clinics, arranges vacations, pays extra railroad fares, provides meals, temporary shelter, and much needed clothing. Friendly advice and assistance are given to former wards of the State who have reached 21 years and are referred for further supervision.

Applications at the office are accepted from other agencies or individuals to prevent unnecessary admissions to the infirmary. Some are referred for placement and supervision, but the larger number are for transportation to other States.

The working arrangement with the Travelers Aid Society expedites assistance to transients in that the agency's investigations and recommendations are accepted for railroad or bus fares, and other necessary traveling expenses. Applications totalled 218; sixty-five (65) were single men, 19 single women, 64 children travelling with 56 parents; 26 were between the ages of 16-20 years old; 119 were returned to legal residence and 33 to relatives, 147 returned to other states, 1 to Canada; 68 were referred by the Travelers Aid Society, 68 by the Boston Overseers of Public Welfare, 33 by other Boards of Public Welfare.

STUDENTS FROM THE SCHOOL OF SOCIAL WORK:

Two first year students, young men, came fromBoston College School of Social Work for their field work at the infirmary. A second year student from Simmons School of Social Work made an interesting study of one year's admissions of unmarried mothers to the infirmary, and from which she wrote her thesis for her Master's Degree. Such research findings are very valuable in review of present policies and procedure and fundamental thinking as to future treatment and method.

CONCLUSION: The Sub-Division wishes to express its appreciative cooperation and consideration given the staff by the Commissioner, the Director and Dr. Kelley and his staff at the Tewksbury State Hospital and Infirmary.

SUMMARY OF SUPERVISORY WORK

Persons under active supervision, November 30, 1940 518
(Mothers with 35 children at work) 35
Mothers boarding children in foster homes 157
Other women and children under supervision. 283
(In institutions 28)
Other children under supervision 43
(In own homes or foster homes)

Children referred for placement to Division of Child Guardianship . .37

Girls over 21, accept for supervision 18
From Division of Child Guardianship. 16
From Girls' Parole Department 2

Adoptions of children under supervision 14
(6 by relatives; 8 by strangers)

Marriages of unmarried mothers while under supervision 17

Replacements in employment 151

Readmissions to Tewksbury State Hospital and Infirmary for Illness. . 31

Visits of investigations 1022

Visits to clients at home, at work, at office 1863

Visits of clients to hospitals accompanied by worker 181

Wage homes investigated for employment 151

58 savings accounts for clients at work, amounting to $7,168.13

Applications at office 349
For maternity service 89
For social treatment 42
For transportation 218
(154 adults and 64 children)

SUBDIVISION OF APPEALS

Louis R. Lipp, Supervisor
OLD AGE ASSISTANCE APPEALS
Chap. 481, Acts of 1939

The number of appeals pending - 307 December 1, 1939. The number of appeals received from December 1, 1939 to November 30, 1940 - 2487, making a total of 2794.

166 appeals were withdrawn by appellants
144 appeals were closed by granting of assistance by local bureaus
17 appeals were closed as appellants died before decision rendered
1835 appeals were investigated by appeal referees
1415 hearings were held

Appeals pending November 30, 1940 - 308

The following are the principal reasons for denial by the local bureaus:

	Number	Action on Appea Approved	Denied
Transfer of real estate or personal property	103	36	67
Eligibility relating to age, citizenship and residence	73	36	37
Deserving citizens	42	21	21
Personal funds in excess of $300.00	68	33	35
Unsatisfactory explanation of expenditure of funds	105	32	73
Retroactive payments	3	3	
Sufficient resources in the family	754	229	525
Appeals for increases	850	335	515

Appeals received by districts as follows:

District #1

Adams	18	Huntington	1	Wales	4
Agawam	8	Lee	2	Ware	7
Amherst	1	Lenox	1	Warwick	1
Bernardston	2	Longmeadow	4	Westfield	8
Cheshire	1	Ludlow	1	West Springfield	22
Chester	1	Monson	4	West Stockbridge	1
Chicopee	32	Montague	6	Williamsburg	2
Clarksburg	3	New Marlboro	1	Williamstown	1
Colrain	2	Northampton	23	Windsor	1
Deerfield	1	Northfield	2	Worthington	1
Easthampton	2	North Adams	6	TOTAL	543
East Longmeadow	2	Orange	7		
Erving	1	Palmer	5		
Granville	1	Pittsfield	35	District #2	
Greenfield	11	Plainfield	1	Ashburnham	1
Hampden	2	South Hadley	1	Ashland	1
Hancock	1	Southwick	2	Athol	5
Hatfield	3	Springfield	263	Auburn	8
Holyoke	37	Sunderland	1	Ayer	1
				Barre	2

District #2 Cont'd.

Bolton	1
Boylston	1
Brookfield	6
Clinton	2
Dudley	1
Fitchburg	12
Framingham	6
Gardner	10
Grafton	2
Hardwick	9
Harvard	1
Holliston	1
Hubbardston	1
Hudson	1
Lancaster	5
Leicester	2
Leominster	9
Littleton	3
Marlboro	12
Maynard	3
Milford	1
Millbury	2
Natick	14
Northbridge	2
North Brookfield	1
Oxford	2
Paxton	1
Royalston	1
Rutland	1
Southbridge	7
Spencer	1
Sterling	1
Stow	1
Sturbridge	1
Sutton	1
Templeton	1
Townsend	2
Tyngsboro	1
Upton	1
Uxbridge	4
Warren	4
Webster	6
West Boylston	2
West Brookfield	3
Westford	1
Winchendon	3
Worcester	73
TOTAL	244

District #3

Andover	3
Beverly	12
Billerica	4
Burlington	1
Chelmsford	2
Danvers	4
Dracut	2
Essex	4
Georgetown	7
Gloucester	22
Groveland	4
Hamilton	1
Haverhill	150
Ipswich	2
Lawrence	13
Lowell	24
Merrimac	1
Methuen	4
Newbury	2
Newburyport	8
North Andover	1
Peabody	11
Reading	8
Salisbury	3
Tewksbury	6
West Newbury	2
Wilmington	5
TOTAL	306

District #4

Arlington	21
Belmont	14
Chelsea	7
Concord	6
Lexington	3
Lincoln	1
Lynn	79
Lynnfield	2
Malden	56
Marblehead	1
Medford	31
Melrose	15
Needham	4
Newton	30
Regere	11
Salem	9
Saugus	5
Stoneham	14
Swampscott	3
Wakefield	8
Waltham	37
Watertown	5
Wellesley	5
Weston	1
Winchester	10
Winthrop	45
Woburn	48
TOTAL	469

District #5

Abington	9
Attleboro	22
Avon	2
Bellingham	2
Braintree	1
Bridgewater	3
Brockton	91
Canton	1
Carver	1
Cohasset	2
Dedham	6
East Bridgewater	3
Foxboro	9
Franklin	4
Halifax	1
Hanover	3
Holbrook	7
Hull	1
Kingston	7
Mansfield	1
Marshfield	2
Medfield	1
Middleboro	6
Milton	3
North Attleboro	7
Norfolk	4
Norwell	1
Norwood	1
Plymouth	5
Quincy	23
Randolph	5
Rockland	6
Scituate	4
Taunton	36
Walpole	7
West Bridgewater	1
Westwood	1
Weymouth	29
Whitman	4
Wrentham	2
TOTAL	324

District #6

Acushnet	9
Barnstable	1
Chatham	1
Dartmouth	7
Dighton	3
Edgartown	4
Fairhaven	5
Fall River	69
Falmouth	3
Harwich	4
Lakeville	4
Marion	1
Mattapoisett	1

District #6 Cont'd.

New Bedford	23
Provincetown	5
Rehoboth	1
Sandwich	2
Swansea	14
Wareham	2
Westport	5
Yarmouth	4
TOTAL	168

District #7

Boston	206
Brookline	27
Cambridge	105
Everett	12
Somerville	83
TOTAL	433

District #1	543
District #2	244
District #3	306
District #4	469
District #5	324
District #6	168
District #7	433
TOTAL	2487

AID TO DEPENDENT CHILDREN
Chap. 248, Acts of 1939

112 appeals received
- 10 appeals were withdrawn
- 89 appeals were investigated
- 74 hearings were held
- 46 appeals were approved
- 44 appeals were denied

Appeals pending November 30, 1940 — 20.

Of the ninety decisions that were made the following are the reasons for denial by the local boards:

	Action on Appeal	
	Approved	Denied
Auto	1	
Excess real estate	1	
No application made		3
Eligibility		4
Not in the home		2
Increases	7	8
Sufficient income	15	8
Fraud		3
Incapacitated father	1	3
Unsatisfactory expenditure of funds	3	4
Transfer of property		3
Fitness of parent	9	6
Refusal on part of local board to grant Aid to Dependent Children--transfer one town to another	9	

Appeals received by districts as follows:

District #1		District #3		District #5		District #7	
Buckland	1	Billerica	2	Attleboro	2	Boston	13
Chicopee	1	Dracut	1	Bellingham	1	Cambridge	1
Clarksburg	1	Gloucester	1	Braintree	1	Everett	2
Colrain	1	Haverhill	1	Brockton	2	Somerville	6
Holyoke	1	Lawrence	2	Canton	2	TOTAL	22
Montague	4	Merrimac	1	Foxboro	1		
New Ashford	1	Newburyport	2	Hanson	1		
Northampton	1	North Reading	1	Holbrook	1		
Orange	1	TOTAL	11	Middleboro	2		
Palmer	1			Norwood	3		
South Hadley	1			Quincy	1		
Springfield	2			Raynham	1		
TOTAL	16			Rockland	1		
				Scituate	1		
				Stoughton	1		
				Weymouth	2		
				TOTAL	23		

District #2		District #4		District #6		TOTALS:	
Ayer	1	Lynn	4	Barnstable	1	Dist.#1	16
Fitchburg	1	Malden	6	Dennis	1	Dist.#2	10
Millbury	1	Newton	1	Fall River	4	Dist.#3	11
North Brookfield	1	Revere	2	Falmouth	1	Dist.#4	19
Oxford	1	Saugus	1	Rochester	1	Dist.#5	23
Webster	1	Stoneham	1	Seekonk	1	Dist.#6	11
Westboro	1	Watertown	1	Swansea	1	Dist.#7	22
Worcester	3	Woburn	3	Westport	1	TOTAL	112
TOTAL	10	TOTAL	19	TOTAL	11		

30

Total 22

BUREAU OF RESEARCH AND STATISTICS

JOHN J. DONNELLY, SUPERVISOR OF WELFARE STATISTICS

The Bureau of Research and Statistics completed its fourth year at the end of 1940. The personnel, appointed under Civil Service regulations, consists of a Supervisor of Welfare Statistics assisted by Field Representatives, Senior Statistical Clerks, and a clerical and stenographic force, totalling 35 persons. The functions of the unit include collecting, compiling, analyzing and publishing statistics of the principal types of Relief which may be enumerated as follows:

1. Statistics of assistance and aid administered under the provisions of Titles I and IV of the Social Security Act: Title I -- Grants to States for Old Age Assistance, and Title IV -- Grants to States for Aid to Dependent Children. These Titles require that the State agency administering Old Age Assistance and Aid to Dependent Children shall make reports in such form and containing information as the Social Security Board may from time to time require, and shall comply with such provisions as said board may find necessary to assure the correctness and verification of the reports.

2. Statistics of General Relief administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare. This information is submitted by every city and town in the Commonwealth each month on prescribed forms and is combined by the bureau into county and state totals.

3. Statistics on the several most important types

of relief from ten of the largest cities of the Commonwealth, consolidated into what is called the "Urban Survey" and figures for 23 selected towns collected and compiled into a report known as the "Rural Survey".

4. Statistics of Soldiers' Relief granted under the laws of the Commonwealth and the regulations of the Department of State Aid & Pensions. Through the courtesy of the Department of State Aid and Pensions, the bureau was given the opportunity to collect data on the number of cases, the number of persons represented, and the amount expended monthly by each city and town.

5. Statistics of other types of aid and assistance administered by other state and federal agencies in furtherance of the policy to develop the bureau as a clearing house for all kinds of statistical information relative to the entire Social Security program. Therefore, the bureau has maintained tabulations of data secured from the following local agencies;- Department of Education, Division of the Blind; Work Projects Administration; National Youth Administration; Federal Old Age Insurance; Unemployment Compensation Commission; Civilian Conservation Corps, and the Surplus Commodities Division of the Department of Public Welfare.

6. Statistics with respect to matters closely associated with relief. Tabulations are

maintained by the bureau on employment data compiled and published by the Department of Labor and Industries; the Index of Industrial Activity in Massachusetts complied by the State Planning Board; the Cost of Living Index published by the Department of Labor and Industries, Commission on the Necessaries of Life; other miscellaneous statistical information which may be used in describing or analyzing the Relief situation. To all these cooperating agencies we here extend our acknowledgment for the permission granted us to republish their figures.

7. Statistics relative to the social phases of the various types of relief administered by the department, collected on prescribed Social Data Cards.

The staff of the bureau includes several different Civil Service Classifications. The two most numerous are the 7 Social Workers (field representatives) and the 14 Senior Statistical Clerks. The Social Workers, each of whom represents the bureau in an assigned area of the state, advise and assist the local boards and officials relative to maintaining welfare records, compiling the regular or special reports and filling out the Social Data Cards.

The bureau is organized so that the compiling and tabulating work is apportioned by type of relief among several groups into which the staff is divided. Definite assignment of duties is made to each group which consists of the necessary number of workers required to perform the assignments and having the requisite qualifications.

In addition to complete files of the various types of relief statistics for each city and town, the bureau maintains up-to-date

records for the several counties and for the Commonwealth as a whole.

The regular monthly summaries submitted to Washington, complied from the individual city and town reports, and covering the various types of relief, show the case load, expenditures and average expenditures per recipient.

During 1940 the following payments were granted to recipients of Old Age Assistance:

TABLE I

Old Age Assistance--1940

1940	No. of cases	Amount expended	Average per recipient
J	82 758	$ 2 371 810	$28.66
F	83 033	2 401 019	28.92
M	83 405	2 415 302	28.96
A	83 837	2 411 958	28.77
M	84 148	2 410 964	28.65
J	84 803	2 419 910	28.54
J	85 176	2 433 364	28.57
A	85 473	2 439 477	28.54
S	85 996	2 450 979	28.50
O	86 493	2 477 593	28.65
N	86 743	2 498 102	28.80
D	86 914	2 537 400	29.19
Average	84 896	29 267 878 (a)	28.73

Note: (a) Total for the year.

A survey of the data in Table I above shows with two exceptions in expenditures, uninterrupted increase from month to month during the year in cases and expenditures. The Federal Grants in 1940 on Old Age Assistance amounted to $14 323 452 while the State and cities and towns' shares were $9 962 951 and $4 981 475 respectively.

It will be seen that a steady increasing tendency from month to month was present in the number of families and children on Aid to Dependent Children during 1940. Although expenditures showed a general increase during the year, the month to month change was not quite so regular. Data relative to this type of relief are presented in Table II below.

TABLE II

AID TO DEPENDENT CHILDREN

1940

1940	Families	Children	Amount expended	Average expenditure Per family	Per child
J	11 273	28 777	$ 681 481	$60.45	$23.68
F	11 450	29 187	686 948	60.00	23.54
M	11 613	29 537	701 809	60.43	23.76
A	11 761	29 842	693 076	58.93	23.22
M	11 948	30 237	689 678	57.72	22.81
J	12 069	30 473	706 568	58.54	23.19
J	12 157	30 523	706 066	58.08	23.13
A	12 304	30 796	708 356	57.57	23.00
S	12 308	30 744	712 843	57.92	23.19
O	12 452	30 930	717 186	57.60	23.19
N	12 535	31 082	733 309	58.50	23.59
D	12 512	31 086	748 174	59.80	24.07
verage	12 032	30 268	$8 485 494 (a)	58.77	23.36

Note: (a) Total for the year.

The Federal Grants on Aid to Dependent Children amounted to $2 519 971 the State's share was $2 828 498 and the cities' and towns' $3 137 025.

Figures on General Relief do not have the regularity from month to month exhibited by the so-called categorical types of relief. This is due, of course, to the fact that the trend of General Relief is affected by industrial employment conditions, by general business conditions and by the trend of employment in work relief programs. Also a definite seasonal movement is evident in this type of relief, it being less in the late Spring and Summer months than in the Fall and Winter months. The 1940 figures are presented in Table III below. The decreases in the number of cases and expenditures during the year are notable.

TABLE III

GENERAL RELIEF--1940

0	Number of families	Number of single residents	Total number of cases	Amount expended	Average per family	Average Per sin.res.	Average per case
	49 782	20 227	70 009	$ 1 981 923	$31.93	$19.40	$28.31
	48 439	19 325	67 764	1 834 543	30.46	18.57	27.07
	49 380	19 482	68 862	1 910 017	30.86	19.81	27.74
	48 682	19 797	68 479	1 827 743	29.87	18.87	26.69
	46 722	20 467	67 189	1 802 480	30.23	19.06	26.83
	43 975	20 104	64 079	1 605 027	28.68	17.11	25.05
	44 553	20 618	65 171	1 748 163	30.58	18.71	26.82
	42 627	20 195	62 822	1 624 879	29.33	18.55	25.86
	39 154	19 029	58 183	1 528 681	29.47	17.92	26.27
	38 435	18 912	57 347	1 555 323	30.16	18.42	27.12
	35 002	17 543	52 545	1 451 542	31.04	18.38	27.62
	35 150	16 915	52 065	1 484 508	31.63	19.12	28.51
er.	43 492	19 384	62 876	$20 354 829(a)	30.35	18.66	26.98

Note: Total for the year.

In addition to the regular periodic reports submitted by the bureau to Washington and used by the department, there are frequent calls for special reports or tabulations which usually describe some particular phase of the relief situation in more detail than can be obtained from the regularly published reports of the bureau. The greater number of such requests this year as compared with last year indicates not only the growing interest in the welfare problem from a statistical viewpoint, but, in a measure, evaluates the work of the bureau as a public agency. Such organizations as chambers of commerce, taxpayers' associations, private welfare units and universities frequently ask for data which the bureau has available and such requests are always welcome.

Some of the special studies and surveys inaugurated in the previous year were either completed or carried on during 1940 and other new ones were begun. For example, the collection of Soldiers' Relief data was better established so that this type of assistance has become one on which the bureau now receive regular monthly reports.

The study of local procedures, records and forms continued during the year and the findings will be valuable when uniform local procedures and basic records are introduced in the near future as is now planned.

The collection of figures on local A.D.C. administrative expenses continued during the year as a regular reporting procedure for which the bureau made up reporting forms and instructions for the use of the local boards. This information is collected regularly each quarter so that reimbursement to the state, cities and towns from federal funds for A.D.C. administration expenses will be forthcoming.

The collaboration with the graduate school of Public Administration of Harvard University on the study of local relief and expenditures as

related to the fiscal abilities of Massachusetts cities and towns continued during the year. In 1939 the study developed beyond the facilities of the bureau, so plans were made to continue the work this year by a W.P.A. project sponsored by the Department and supervised by the bureau.

The survey with regard to the organization of local welfare boards made in the previous year was reviewed and brought up to date so that a currently correct record of local welfare board staffs became available. Some minor changes were made in our basic report forms due to changes in reporting requirements or changes in the law, but except for these the collection and compilation of our basic statistical data continued much the same as in the previous year.

Information and data published from time to time by the bureau appears either in special reports or in one of its regular publications such as the Quarterly Bulletin. This contains various summary tables, with the latest available figures, presenting all the different types of data compiled by the bureau. Special bulletins are issued at times, the most recent being Special Bulletin No. 7, giving for each city, town, and county and for the Commonwealth the 1940 expenditures on the principal types of relief.

In conclusion, it may not be amiss to repeat what was expressed in the previous years' reports. As the work of the bureau progresses it is anticipated that it will improve in quality, where the possibility of improvement exists, and that its scope will be progressively wider. It is planned as time goes on to give increased attention to the research phase of the work in which there are almost unlimited possibilities. Efficient and effective service to the Commissioner and the other policy making officials of the department, to the cities and towns and to all State agencies, public or private, are among our main objectives. The interchange of information among the various agencies concerned with the Social Security program has been

and will continue to be encouraged by the bureau. Finally we wish to thank all the many cooperating individuals and agencies for their assistance during the year with the assurance that any facts or figures in our possession are always available to them.

Licensed Boarding Homes for Aged Persons

G. Frank McDonald, Supervisor

In Massachusetts today in 150 cities and towns, there are operating 686 licensed Homes for Aged Persons, sometimes called convalescent or rest homes.

Under General Laws, chapter 121, section 22A, which provides that "whoever maintains a home in which three or more persons over the age of sixty years and not members of his immediate family are provided with care, incident to advanced age, shall be deemed to maintain a boarding home for aged persons" this department is delegated to issue licenses and to make, alter, and amend the rules and regulations of such homes.

During the past year the department received 188 applications for licenses; of these, 144 were granted after investigation; 237 licenses were renewed, and 64 licenses were canceled, 8 of these for improper treatment of inmates.

With one-quarter of all the elderly people in Massachusetts over sixty-five years of age receiving old age assistance benefits, one of the most extraordinary developments in connection with this has been the mushroom growth of these boarding homes for aged persons.

The problem of regulating them has increasingly occupied the attention of the department. In 1940, following an intensive survey, the regulations were revised.

An applicant to maintain a home must first have the signed approval of the chairman of the local board of public welfare, and be recommended by at least three doctors or clergymen. The premises must be approved by the local building inspector. When the license is granted, the home is subject to the following regulations:

RULES AND REGULATIONS

For the information and guidance of persons licensed to operate boarding homes for the aged the department has formulated the following minimum requirements. These regulations are not intended to cover all details, but will serve to inform licensees and others of the general policy of the department with regard to maintaining licenses.

1. For the purposes of these regulations a convalescent home or hospital, rest home, home for the aged, nursing home or other institution of similar character, regardless of designation, caring for three or more persons over the age of sixty and not incorporated under Incorporated Charities, (Chapter 121, section 7 of the General Laws), shall be deemed a boarding home for aged persons.
2. No person suffering from a contagious disease shall be admitted.
3. No boarding home shall provide prenatal care or admit maternity cases. (Chapter 111, sections 71-73.)
4. No boarding home shall admit or care for persons who are suffering from insanity, epilepsy, abnormal mental conditions, or those who are addicted to the intemperate use of narcotics or stimulants so as to have lost the power of self-control.

   For the purposes of this regulation there is included in this restriction any person who is under commitment for any of the above conditions in any institution under the jurisdiction of the Massachusetts Department of Mental Health.
5. Homes caring for convalescents and the chronic sick shall make provision for necessary medical care by a medical doctor registered under the General Laws of Massachusetts. (Chapter 112, sections 2-12a)
6. Homes caring for convalescents and the chronic sick shall have the resident supervision of a nurse registered under the General Laws of Massachusetts. (Chapter 112, sections 74-81)

7. No boarding home shall keep within its confines opium, morphine, cocaine, heroin, codeine or other habit-forming drugs as defined in chapter 94, section 197 of the General Laws, or a hypodermic needle or syringe or other instrument adapted for the use of narcotic drugs by subcutaneous injection, excepting that a registered nurse may keep in her possession a hypodermic syringe or needle and may have in her possession and administer said drugs only under the specific directions of a physician as provided for in chapter 94, sections 197 and 211. An accurate record must be kept of all such treatments.
8. All poisonous substances must be plainly labelled and kept in a locked closet or cabinet.
9. Patients shall occupy sleeping rooms on the second floor of any building only when two spearate exits consisting of separate stairways, front and rear, are provided. A single interior stairway may be supplemented with exterior stationary fire exit.
10. Patients may occupy sleeping rooms above the second floor only in buildings of first-class fireproof construction.
11. All rooms must be outside rooms with a minimum of 600 cubic feet of air space allowed for each person. Dormitories shall be limited to six (6) beds.
12. All beds used for patients shall be at least 36 inches in width, six feet in length, and so spaced to permit freedom of movement on three sides.
13. Patients' quarters shall not be locked, hooked or fastened in any manner.
14. Adequate toilet facilities must be available on each floor where five or more patients are being domiciled.
15. Instructions governing emergency exit in case of fire must be posted in each room.
16. Dietary schedules must be maintained and a record of such accurately kept for inspection by the department.

17. A register approved by the department, showing the record of each patient must be maintained.
18. All homes operated under a license granted by this department shall be so conducted as not to become a nuisance to, or an annoyance in, the community where located.

These regulations are sufficiently comprehensive to guarantee the comfort of old people.

Local boards of public welfare and welfare workers are asked to familiarize themselves with the regulations and after their visits to report any violation to the department.

CIVILIAN CONSERVATION CORPS SELECTING AGENCY

Lauretta C. Bresnahan, Supervisor

On November 1, 1939, the State Department of Public Welfare was appointed the official representative of the Office of the Director of the Civilian Conservation Corps in the Commonwealth of Massachusetts, for the purpose of carrying out established policies and procedures incident to the selection of junior enrollees for the Civilian Conservation Corps.

The State Selecting Agency is responsible for:

1. Maintenance of a statewide organization for the purpose of receiving CCC applications, verifying legal and administrative eligibility, evaluating personal qualifications of applicants, and carrying forward all other necessary responsibilities of CCC selection. The organization for this work includes the chairman or agent of each of the 351 local boards of public welfare in the cities and towns of the Commonwealth. In view of the fact that the State Department has no administrative control over local boards of public welfare, compliance to uniform CCC standards is maintained through friendly supervision of the Supervisor of Selection, who travels throughout the Commonwealth in order that each local agent may be contacted.
2. Interpretation of the CCC program to local selecting agents through bulletins, manuals, pamphlets, and letters of instruction, as well as through training classes and conferences.
3. Contact with CCC officials in the United States War Department on Corps Area, District, and Camp levels, and with the CCC officials in the United States Departments of Interior and Agriculture.

4. Counselling with selected applicants in order that they will gain the greatest value from their enrollment in the Corps; contact while enrollees are in camp; and evaluation after their return to their home communities.

5. Maintenance of adequate records in both state and local selecting agency offices.

6. Research for the purpose of improving selection methods.

During the year the office of the Supervisor of Selection was engaged in:

Conferences with Army and technical service officials..... 20
Conference with groups of local selecting agents..... 30
Visits to local selecting agents.....112
Visits to camps..... 32
Conferences in Public Welfare District Offices..... 19
Visits to Enrollment and Reception Centers..... 8
Conferences with State Employment Service Officials..... 4
Fifteen-minute broadcasts..... 9
Conferences with probation and parole officials..... 2
Addresses to civic groups..... 8
Offers of employment investigated.....950

The following statistics show the results of the four enrollments conducted during the year:

	Selected	Rejected	Non-Reports	Enrolled
January	2,817	234	193	2,390
April	2,909	235	264	2,410
July	3,753	393	182	3,178
October	2,624	279	346	1,999
Total	12,103	1,141	985	9,977

Enrollees in camp January 1, 1940..... 8,179
Enrolled during year..... 9,977
Discharged during year.....11,276
Enrollees in camp December 31, 1940..... 6,880

Report for 1940

Surplus Commodities Distribution
John C. Stalker, Director

For the past 6 years the department has sponsored the surplus commodities distribution program in Massachusetts through a state-wide W.P.A. project, but did not assume any responsibilities for its operation. However, on June 1, 1940, the department took over active administration of the surplus commodity program within the Commonwealth. This was brought about by a requirement from the Surplus Marketing Administration that the department assume administrative control of this program by reason of the fact that all commodities distributed to the Commonwealth were donated to the department and responsibility for the proper distribution within the Commonwealth rested with the department.

The department employs a small group of employees to handle the administrative functions of surplus commodities within the Commonwealth known as the "Surplus Commodities Division". The department also sponsors a W.P.A. project which provides personnel for the operation of the direct distribution program, the stamp plan program, and the school lunch programs within the Commonwealth. The department is the designated agent of the Surplus Marketing Administration for operation of the various surplus commodities programs operating within the Commonwealth, and as such operates the program under the rules and regulations of the Surplus Marketing Administration in the cities and towns.

The department has supervision over the certification of persons eligible to receive surplus commodities in the cities and towns in the Commonwealth, and may, at its discretion, withhold the distribution of surplus commodities to any city or town not conducting the program in accordance with the requirements issued by the department based on regulations from the Surplus Marketing Administration.

The cities and towns are required to contribute their proportionate share of the necessary costs of administration in connection with the commodity distribution programs. They are required, also, to provide funds for the purchase of any supplies or equipment needed to conduct this work. The Work Projects Administration supplies funds for personnel to carry out the operation of the program in the local communities; this personnel having the accounting and physical handling of the commodities allocated, but have nothing to do with the administration of the program.

The department operates 29 warehouses and 283 distribution eenters in 224 cities and towns, and services 119 towns by truck under the door-to-door system. The department also operates 20 stamp plan offices in 11 cities and towns, and donated commodities to 407 schools in 213 cities and towns.

A warehouse is a carload-lot receiving point, and services approximately 10 to 15 towns located in close proximity to the warehouse. It is also the point from which trucks handling delivery to small towns under the door-to-door system make deliveries to certified recipients on a semi-monthly basis. A distribution center is a location in a community at which certified recipients call weekly to receive their allocation of commodities. General distribution carried on through the above outlets assured 180,000 needy families of food in good condition and in quantities that they could carry, as commodities were received weekly by recipients.

During the year, there were 41 different kinds of commodities available at the various warehouses and distribution centers as follows:

apples-fresh	13,931,587 pounds
beans-pea-dried	1,669,916
beets-fresh	348,840
butter	1,594,398
beans-string	61,998
cabbage-fresh	6,392,127
carrots-fresh	2,083,240

celery	126,408	pounds
cereal wheat	2,317,453	
cheese	261,626	
corn meal	5,665,668	
eggs	6,376,813	
fish-frozen	1,069,705	
flour-graham	7,080,046	
flour-wheat	12,535,886	
fruit-canned	1,122,856	
grapefruit-fresh	2,121,406	
grapefruit juice-canned	529,256	
milk-evaporated-canned	829,293	
milk-dried	27,165	
milk-fluid	45,757,079	
oranges	11,062,018	
peaches-dried	525	
pears-fresh	1,115,690	
potatoes-sweet	130	
potatoes-white	13,707,667	
prunes	3,707,510	
raisins	5,726,051	
rice	1,608,716	
tomatoes-fresh	3,194,348	
vegetables-canned	1,308,694	
rolled oats	1,498,628	
peaches-canned	237,213	
lard	3,961,900	
squash-fresh	143,370	
pork-salt	709,313	
pecans-shelled	36,391	
ham	1,193,462	
bacon	1,549,940	
peaches-fresh	441,222	
loganberries-canned	35,391	
Total	161,140,945	pounds $10,691,820.

	Amount	Value	
Clothing	3,042,582 pieces	$ 2,412,670.	
Blankets	96,119	324,186.	
Comforters	44,227	110,430.	
Total			2,847.286.

The school lunch program has greatly expanded during the year. Existing home conditions and the uncertainty of living standards give cause for a full appraisal of the social and health benefits resulting from the use of surplus commodities for school lunches. Starting the year, this section was allocating to 201 schools with 18,693 children serving school lunches; whereas at the end of the year this had increased to 407 schools serving 48,018 children.

All school lunch programs received 2,913,913 pounds of food valued at $262,043.55 during the calendar year. Interest in the school lunch program and recognition of its value can be attributed to the cooperation of the newly organized Massachusetts State-wide School Lunch Advisory Committee by their enlisting the support of civic, private charitable, religious, and educational groups in promoting this program.

The food stamp plan was adopted in Springfield on February 2; this was the first city to operate under the new program of distributing surplus foods. As the fiscal year ended, 10 cities and 1 town had adopted this program of distribution, serving approximately 61,950 families, and issued free blue stamps for commodities valued at $1,085,629.

During the year 1940, there were 1,647,201 containers sold, representing a value of $34,270.47, received in payments for sales.

As the W.P.A. projects are approved for the year starting on July 1, there were two projects in force during the period of this report. Work Project #16253-Supp. 1 up to June 30, 1940, had a Federal appropriation of $1,439,822, and a sponsora' appropriation of $640,200; all non-labor being paid from the Sponsors' Fund. This project was approved for a total of 1637 persons. For the year starting July 1, 1940, Work Project #21689 had a Federal appropriation of $1,542,854 and a sponsors' appropriation of $783,481, all non-labor except for $3,000 being paid from the Sponsors' Fund. This project was approved for a total of 1848 persons. The maximum number of persons paid during this period was 2053 and the minimum 1258. This fluctuation was caused by the amount of commodities distributed. Up to June 1, 1940, both the Sponsors' and W.P.A. funds were handled through the United States Treasury. At that time the sponsors' money was transferred to a trust fund under the trusteeship of the Commissioner of Public Welfare. The personnel paid from the Sponsors' Fund is on the

administrative staff with one or two persons in each stamp office to handle the stamp funds.

The following charts presented herewith show the trend of the activities monthly, as described in the above paragraphs:

Table 1	Value of food distributed to general recipients
2	Value of clothing distributed
3	(a) Value of food distributed per family
	(b) Quantity of food distributed per family
4	(a) Quantity of food, by pounds, distributed to general recipients
	(b) Quantity of clothing distributed by pieces
5	Quantity of cloth issued to sewing projects
6	Quantity of raw cotton issued to comforter projects
7	Value and quantity of containers sold
8	Caseload variations:
	(a) Receiving food commodities
	(b) Under stamp plan

SEE CHARTS IN COMMISSIONER'S OFFICE

DIVISION OF CHILD GUARDIANSHIP

Miss Marion A. Joyce, Director

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Before reporting on the various activities of the division which have been carried on as usual during the past year, I should like to call attention to three unusual developments.

OFFICE ARRANGEMENTS

One marked improvement in the office arrangements was made possible in the year just ended by the decentralization of the Division of Aid and Relief. The latter's need of less space in the State House released Rooms 37 and 38 for the use of the Division of Child Guardianship. Thus at long last it was possible to discontinue the use of a small inner room for the reception of children, and to have Room 37 with windows above the street level, a fireplace, a good closet with a washbowl, adequate floor space, and a toilet directly across the hall, for the use of new children arriving daily in our care and others coming to the office on various occasions. The Christmas Tree and decorations, with presents for all children coming in over a period of a fortnight (provided by the proceeds of the annual food sale conducted by the employees) as well as more permanent large toys and a radio given by members of the Child Welfare Committee of the Massachusetts Civic League, seemed much more attractive and enjoyed in the new room - where there is space, daylight and fresh air. Room 38, by a most economical arrangement of desks, took in the staff group covering children between the ages of three and twelve. It accommodates 22 workers formerly in the same room with the staff serving older girls. The 27 people remaining in the original room still seem so crowded that it is difficult to imagine how so many others once shared the space.

Similar problems to the two thus happily solved remain with us. All the space allowed for the staff is seriously overcrowded and much of it poorly lighted. The worst situation of all exists in the clothing room, still operating in its cubby-hole under the stairs, although the department has made insistent requests for better accommodations. The doctor's office is dark and sooty. Privacy for supervisors, interviewing space other than benches in the halls, and conference space are still non-existent.

SURVEY OF THE DIVISION

In Commissioner Armstrong's final report to the Governor in October, 1939 he urged that a study of the Division of Child Guardianship be made. During this past year, Commissioner Rotch feeling the same need, money was obtained from The Mason Fund (there being no state funds available) and the services of Miss Abigail F. Brownell, recommended by the Children's Bureau, were secured.

In a few months' time Miss Brownell analyzed the responsibilities of the division and the adequacy of its resources, and submitted a report of her findings with recommendations to the Commissioner. A brief statement summarizing her report was requested by the Advisory Board of the department and prepared by Miss Brownell. It reads as follows.

QUOTE SURVEY REPORT

THE COMMONWEALTH OF MASSACHUSETTS

DEPARTMENT OF PUBLIC WELFARE

THE NEEDS OF THE DIVISION OF CHILD GUARDIANSHIP

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A BRIEF SUMMARY OF THE FINDINGS OF A STUDY OF THE RESOURCES OF THE DIVISION IN RELATION TO THE VOLUME OF ITS WORK, DECEMBER 1, 1938-TO JULY 31, 1940.

~~ABIGAIL F. BROWNELL~~

THE WORK OF THE DIVISION

The Division is concerned with children in foster homes and with crippled children. Children in foster homes are there because they did not receive from their own families the day by day care they needed. Like all children they are dependent on adults, they cannot take care of themselves; but unlike most children they have to depend on strangers for their care, they do not get it from their parents or other relatives. To some of these children the Division itself gives foster home care, while it licenses and regulates the care given to others by individuals and social agencies. Many crippled children need social service to supplement medical attention, the special services of the Department of Education, and the care their parents are able to give, because of the difficulties inherent in their condition. The Commonwealth of Massachusetts undertakes to fulfill its obligations to children in foster homes and to crippled children through the Division of Child Guardianship. The work of the Division affects 27 000 children in the course of a year. For 22,000 the question of foster care is involved, while 5,000 are crippled

The study, of which this report is a summary, was made to determine the adequacy of the resources of the Division for the responsibilities assigned to it. Does the Commonwealth contribute enough money to make possible the provision of good foster care for the Division's children, the regulation of foster care for other children, and social services for crippled children? In the consideration of this question, changes in administration for the purpose of greater efficiency were taken into account. The changes recommended in the study in no way diminish the needs which are set forth in this summary. On the contrary the changes cannot be made until the needs are met, until the division has the resources required for the responsibilities placed upon it.

A few facts give the volume of work. The Division has over 8,200 children in its care, 75% of them living in foster homes, with board, clothing, and medical care provided through state funds, the others being in working, free or adoption homes, while a few are in hospitals and other institutions.

An average of 107 new children came into care each month in the period covered by this study. Fifty-one (51) applications a month for care for dependent children were investigated. These applications concerned 76 children, 32 of whom were received into care, while other plans, often involving the expenditure of a substantial amount of time on the part of the staff, were made for the remaining 44. Workers attended a monthly average of 683 court hearings on cases of *neglected, delinquent, and wayward children* of whom 75 a month were taken into care. In many of these cases investigations were necessary

From the many applications received from people who want to take children into their homes, 26 new foster homes a month were accepted and used.

There is also a large volume of work in licensing, regulating, and supervising the foster family care given by other agencies and individuals.

1) 464 infant boarding homes had licenses Sept. 1, 1940 each of which had been investigated, as had others where licenses were refused.

2) 1156 children under two years of age, who are visited at least twice a year in their foster homes were on the Division's list in August, 1940.

3) 2794 children in foster homes supported by local Boards of Public Welfare were reported in 1939. These children are visited at least once a year.

4) 941 investigations of adoptions were made for the Probate Courts in 1939.

5) 120 applications for placement of children from other jurisdictions are investigated in a year.

6) 169 Maternity hospitals and 12 homes were licensed on December 1, 1939, each license requiring an investigation and supervisory visit once a year.

Of the 5,000 crippled children listed by the Division 2,000 are given direct service, arrangements for meeting the needs of others often being made by the staff.

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THE NEEDS REVEALED BY THE STUDY

A detailed study of the work required and the work accomplished in the effort to fulfill the responsibilities listed above revealed three outstanding needs that cannot be met within the limits of the present appropriation. These needs are:

(1) A substantial increase in staff.

(2) A receiving home.

(3) More office space.

These items comprise about 11% of the budget for 1939-1940, the remainder being for the maintenance of children.

The inadequacy in the number of workers means that many of the children who are living in foster homes because they were neglected in their own families continue to be neglected when they come to the Division, because of gaps in the services. Standards that should be achieved through the regulation of foster care can not be reached without more time for this work. The workers responsible for social services to crippled children do not have the time it takes to give the children what they need. The overloaded staff is frustrated in its futile efforts to accomplish the impossible. The inadequacy of this portion of the budget means that the expenditures comprising the other 89% which is used for the maintenance of children, are not safeguarded. For wise economy in the use of money for foster home care consists of careful intake work to insure the acceptance of only those children for whom foster care is the best plan, as far as it is possible to know; it requires that a worker continue to know the situation of a child's own family so that care will not be continued longer than is necessary; and it requires thoughtful work with each individual child in the selection of a foster home and in helping him and the foster parents with the placement. The Division staff is not now large enough to make possible the proper investigation of neglected, delinquent, and wayward children who constitute 70% of the intake. There

is no staff time for receiving children when they come to the Division, for finding temporary foster homes and supervising children in those homes so that they may have the help they need in this new and difficult experience, and the worker who selects a permanent home and places a child may know him first. There is no time allowed for foster home finding, and there are too few new homes found to keep pace with the number of new children received into care. This means that little real selection of foster homes is possible. Workers who place and supervise children in foster homes have case loads of 145 and do home finding, in contrast to the maximum case load of 65 children in foster homes with no home finding duties which is the standard set by the Child Welfare League of America. There are only four supervisors for over 8,200 children. The work of licensing, regulating, and supervising the foster home care given by others and the work with the crippled children is just as inadequately staffed. The Director of the Division carries responsibilities that need her own full time, and that of an assistant for the foster care work of the Division and an added supervisor for the work of regulating the foster care given by others.

The children do not get what they need from the overloaded staff, and the taxpayers' money is less effectively used than is necessary. To correct the difficulties arising from the lack of staff time, the present item for salaries which is 10.6% of the budget, needs to be substantially increased and a beginning made with the very next appropriation.

When the children come into care they are received in the dreary, overcrowded offices in the basement of the State House Annex. They wait in the play room, have a medical examination, and are outfitted with the necessary clothing in the dark store room, that is fit for neither the children nor the workers. Facilities for bathing the children and enabling them to have the rest they often need before going to a temporary home are lacking, except for children under three for whom there is a nursery a short distance from the State House, with two attendants who care for babies a few hours usually, and a day or two when necessary. This problem could be solved by a house, near the office, which would offer facilities for all children, similar to those now available for children under three, and which would also provide offices for the physician, clothing rooms, and a play room. This would eliminate the necessity of bringing new children to the office.

The dreary, crowded offices affect adversely both the quantity and the quality of work. Space does not permit proper arrangement for efficient organization of the work in suitable units. There are no interviewing rooms, and clients have to be interviewed on benches in the corridor. There are no private offices for supervisors. In this situation there is a disregard for the very human values the Department of Public Welfare was established to conserve.

An increased appropriation for these three items, which form a minor part of the budget for the Division, would make possible far more effective service to children in foster homes and to crippled children. It would multiply the value of the expenditures for the maintenance of children.

WHITE HOUSE CONFERENCE IMPLICATIONS FOR THE DIVISION

After the 1940 White House Conference on Children in a Democracy held its meetings in Washington, Mr. Cheney C. Jones, the Governor's delegate, reported to the Governor on the Conference and made his recommendations for the follow-up in our Commonwealth by the state committee. It was pointed out that under the Social Services Section nothing more important could be selected as the goal in this Commonwealth than the strengthening of the division by securing for it the personnel, space and funds needed to carry on its work properly.

Preliminary to securing these, publicity was felt essential. Accordingly, Mr. Jones requested the Director to prepare a concise statement about the work of the division which was published first in the 'New England Home for Little Wanderers Advocate' for September 1940. Jointly the White House Conference Committee for Massachusetts (the Massachusetts Child Council) and the Child Welfare Services financed reprints of this article for distribution at the Massachusetts Conference of Social Work in November, 1940 and through various other channels throughout the year. The Child Welfare Committees of the Massachusetts Civic League and of the League of Women Voters gave copies of this article and copies of the summary of the Survey Report to their members in their campaigns for the support of the division's budget prepared for the incoming legislature.

Furthermore, Mr. Jones through various contacts, Mr. Conant in arranging the district conferences of the Massachusetts Conference of Social Work, and the Child Council through its speakers' bureau, arranged many opportunities for members of the division's staff to talk about its work to lay and professional groups all over the Commonwealth.

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The regular work of the division falls into two categories: care of the young wards of the Commonwealth, and help, diredt and indirect, to other children through several other functions established by law.

CHILDREN UNDER CARE

A summary picture of the central work of the division can be seen through the following tables.

Summary of All Children under Care during the Year

	Delinquent			Wayward			Neglected			Dependent			Grand Total
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	
Number Dec. 1, 1939	154	78	232	1	7	8	2,254	2,172	4,426	1,926	1,594	3,520	8,186
Received Dec.1,1939	108	29	*137	-	2	2	380	329	709	197	171	368	1,216
Total number during year	262	107	*369	1	9	10	2,634	2,501	5,135	2,123	1,765	3,888	9,402
Discharged Dec.1,1939	108	44	152	-	5	5	331	267	598	243	173	416	1,171
Number Dec.1,1940	154	63	217	1	4	5	2,303	2,234	4,537	1,880	1,592	3,472	8,231

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Includes
*10 State Wards (5 boys and 5 girls) recommitted as delinquent to Department

Dependent	3,472	-	42.18%
Neglected	4,537	-	55.12%
Delinquent	217	-	2.63%

Protestant	3,334	-	40.5%
Catholic	4,847	-	58.9%
Hebrew	50	-	.6%
	8,231	-	Total number on Dec. 1, 1940.

Status of Children under Care during the Year Ending November 30, 1940

	Girls	Boys	
Remaining under care November 30, 1940:			
In families, receiving wages	387	97	
In families, free of expense to Commonwealth	105	296	
In families, clothing only provided	203	39	
In families, board and clothing provided	2,791	3,336	
On parole with parents	90	143	
On parole with other relatives	63	70	
In hospitals	208	170	
In United States Service	-	29	
In Civilian Conservation Corps	-	133	
Married	32	3	
Whereabouts Unknown	14	22	
Totals	3,893	4,338	8,231
Passed from care during the year:			
Died	7	14	
Became of age	113	109	
Transferred to Lyman School for Boys	-	3	
Transferred to Industrial School for Girls	3	-	
Committed to Lyman School for Boys	-	13	
Committed to Industrial School for Boys	-	11	
Committed to Industrial School for Girls	7	-	
Committed to Reformatory for Women	2	-	
Committed to County Training Schools	-	1	
Committed to Massachusetts Reformatory	-	3	
Committed to Department of Mental Health	37	35	
Adopted	21	19	
Discharged	299	474	
Totals	489	682	1,171
Total number under care during the year	4,382	5,020	9,402

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Disposition of Children held on Temporary Mittimi, pending further Order of the Court

	Pending Dec. 1, 1939	Received During the Year	Permanently Committed	Bailed, Defaulted & Discharged to Court	Pending Dec. 1, 1940
Neglected	266	409	182	233	260
Wayward	-	2	-	2	-
Delinquent	57	110	15	88	64
Total	323	521	197	323	324

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Disposition of Neglected Children by the Courts

mber of court notices received		1,384
tal number of cases attended		2,074
Committed to --		
Department of Public Welfare	300	
Department of Public Welfare and appealed	10	
Boards of Public Welfare	9	
Child Welfare Division, City of Boston	36	
Placed on File	46	
Discharged	14	
Dismissed	71	
Continued	1129	
Continued and placed in Home for Destitute Catholic Children	2	
Continued and placed in care of Department of Public Welfare	409	
Failed to appear	39	
Appealed from finding	9	
		2,074

Disposition of the Two Hundred Sixty-Six Cases of Neglect Pending December 1, 1939

	Permanent		Discharged to Court		Pending Dec. 1, 1940		
	Boys	Girls	Boys	Girls	Boys	Girls	Total
nder 1 Year of Age	6	1	6	1	2	1	17
1 Year of Age	2	2	5	4	4	2	19
2 Years of Age	4	3	4	5	3	3	22
3 Years of Age	5	3	4	2	2	5	21
4 Years of Age	2	4	3	2	6	7	24
5 Years of Age	2	2	4	3	3	3	17
6 Years of Age	4	4	4	1	7	5	25
7 Years of Age	3	3	3	4	4	4	21
8 Years of Age	2	3	2	5	2	6	20
9 Years of Age	1	3	5	3	6	3	21
10 Years of Age	4	2	4	2	8	3	23
11 Years of Age	-	1	2	3	3	1	10
12 Years of Age	-	-	-	2	2	4	8
13 Years of Age	-	1	1	1	2	1	6
14 Years of Age	-	3	1	1	2	-	7
15 Years of Age	-	1	-	1	1	2	5
Totals	35	36	48	40	57	50	
Totals	71		88		107		
Grand Total							266

Disposition of Delinquent and Wayward Children by the Courts

Number of court notices received	4,914
Total number of cases attended*	5,958
Disposition of cases attended:	
Committed to --	
Lyman School for Boys	145
Lyman School for Boys and appealed	19
Lyman School for Boys and commitment suspended	190
Industrial School for Boys	138
Industrial School for Boys and appealed	11
Industrial School for Boys and commitment suspended	297
Industrial School for Girls	43
Industrial School for Girls and appealed	3
Industrial School for Girls and commitment suspended	26
Department of Public Welfare	19
Department of Public Welfare and commitment suspended	12
Massachusetts Reformatory	1
Massachusetts Reformatory and appealed	4
Massachusetts Reformatory and sentence suspended	7
Reformatory for Women and sentence suspended	1
Plummer Farm School	3
Plummer Farm School and commitment suspended	1
County Training Schools	40
County Training Schools and appealed	1
County Training Schools and commitment suspended	20
Filed	820
Appealed from finding	15
Held for Grand Jury	45
Probation	1,632
Fined	5
Continued	1,803
Continued in care of Department of Public Welfare	110
Failed to appear	50
Discharged	63
Dismissed	434

* This figure is 103 less than that for 1939; that for 1939, however, was 222 higher than the figure for 1938.

Disposition of the Fifty-seven Cases of Delinquency Pending December 1, 1939

	Discharged to Court		Permanently Committed		Pending Dec. 1, 1940		Total	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
7 Years of Age ..	-	-	-	-	-	-	-	-
8 Years of Age ..	-	-	-	-	2	-	2	-
9 Years of Age ..	1	-	2	-	2	-	5	-
10 Years of Age ..	1	-	2	-	2	-	5	-
11 Years of Age ..	2	1	-	-	4	-	6	1
12 Years of Age ..	4	1	1	-	2	-	7	1
13 Years of Age ..	9	1	-	-	2	-	11	1
14 Years of Age ..	1	3	1	-	3	2	5	5
15 Years of Age ..	4	1	-	-	-	-	4	1
16 Years of Age ..	-	2	-	-	1	-	1	2
Totals ..	22	9	6	-	18	2	46	11
Totals ..	31		6		20		57	
Grand Total							114	

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Delinquency Commitments By Ages of Boys and Girls

	Permanently Committed		Temporarily Committed & Made Permanent		Temporarily Committed & Discharged to Court		Pending Dec. 1, 1940	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
7 Years of Age	1	-	1	-	-	-	-	-
8 Years of Age	1	-	1	-	-	-	-	-
9 Years of Age	1	-	1	-	2	-	4	-
10 Years of Age	2	1	1	-	4	1	8	-
11 Years of Age	1	1	-	-	4	-	2	-
12 Years of Age	1	1	1	-	7	1	5	-
13 Years of Age	2	2	1	-	8	2	5	1
14 Years of Age	1	1	-	-	15	2	3	2
15 Years of Age	2	-	-	2	4	2	7	2
16 Years of Age	-	1	1	-	5	-	3	2
Totals	12	7	7	2	49	8	37	7
Totals	19		9		57		44	
Grand Total								110

Contributions Received Toward Support of Children

From Cities and Towns	$223,140.72
From Parents	33,220.22

Foster Home Applications Received

For Adoptions	120
For Infants (under 3)	187
For Children (from 3 to 12)	796
For Girls (over 12)	460
For Boys (over 12)	76
Total	1,639

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Foreign Born Children in Care of Department

Canada	37
Italy	4
Poland	2
Russia	2
England	4
Ireland	3
Scotland	1
Total	53

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These tables, which are self-explanatory, might be supplemented with a few other facts about the children under care on November 30, 1940. Of the 8,231 children, 2,652 or 32.2% were illegitimate. Four hundred and nineteen (419) were colored. One thousand, two hundred one (1,201) were children both of whose parents were foreign, 922 had foreign born mothers and 661, foreign born fathers. There were only 377 full orphans but 573 were children whose fathers had died and 1,153, children whose mothers had died.

Work of the Investigating Unit.

There has been little variation in the routine work of this unit. Dependent children are received under General Laws, Chapter 119, Section 38 or committed by local boards of public welfare under Section 22 of the same Chapter. Every case is investigated although there is an occasional instance in which, due to its urgency, the investigation follows the reception of the child. These are classified as "After Care" cases in the statistics. However, not all "After Care" cases are such emergencies, but may refer to instances where it was indicated that a proper investigation had not preceded the placement of the child with the division.
As a result of such indication, many neglect cases are referred for further study by this unit. For several years now - so far as time will allow - an annual evaluation has been made of the family situation in each case of dependent children received during these same years. This study may show a considerable change in the family picture - e.g., the mother of an illegitimate child may have married so that a study of the settlement is necessary or the possibility of discharge should be considered. The case is first entered as "After Care" and may later become a "Discharged". Further facts may be established after the commitment under section 22 of an abandoned child that determine settlement, and as a result the child must either be discharged or remain under care with reimbursement from the place of settlement.

There is a steady increase in the number of requests from other states for investigations. These may ask for the placement of a child in the Commonwealth either on the basis of settlement or with suitable friends or relatives, or may be requests for social history only. Of such requests, classified as "General File", 117 were handled during the past year. We make similar requests of other states and receive corresponding help from them.

This unit also makes investigations and plans for the discharge of dependent children to relatives, friends or local boards of public welfare.

Since 1930, when section 30A of Chapter 119 of the General Laws was adopted as a statute, the matter of bonding children placed in Massachusetts with non-relatives (with the exception of children placed for adoption) has been one of the functions of this unit.

The chief interest has been to prevent unsuitable placements and to avoid the abandonment of children not properly chargeable to Massachusetts. A new phase of this work developed during 1940 with the evacuation of children from warring Europe and their consequent arrival here. The Attorney General handed down the decision that although the law could not be waived in favor of these foreign guest children, every effort to simplify its fulfillment should be made. Two classes of children have been admitted: those sponsored by the United States Committee for the Care of European Children, and those privately sponsored. The United States Committee filed a multiple bond to cover a limited number of children and will increase this as the need arises. Each other case is handled separately and files are kept showing all such children in the Commonwealth apart from relatives. Since there seem to be no records available for other children than those under the United States Committee, it is necessary to canvass all possible sources for data concerning them so that much time must be spent on this work. Later visitation of these children is anticipated since it is required annually by the statute covering the children who must be bonded.

The following figures sum up the work of this unit for the year:

		Children	Families
Applications pending December 1, 1939		533	355
Applications received December 1, 1939 ..... to November 30, 1940		904	641
(Involving 133 re-applications)			
Total		1,437	995
Advised only		30	
Applications withdrawn		38	
Assumed by relatives		304	
Assumed by private agencies		62	
Assumed by public agencies		110	331
Children committed General Laws, Chapter 119, Section 22:			
Boys	34		
Girls	44	78	57
(including 2 foundlings)			
Children received General Laws, Chapter 119 Section 38:			
Boys	160		
Girls	122	282	219
Pending December 1, 1940		533	388
Total		1,437	995

Discharge

	Children	Families
Applications for discharge pending December 1, 1939	97	71
Applications received December 1, 1939 to November 30, 1940	234	167
Total	331	238
Disposition as follows:		
Discharged	154	
Refused	33	
Withdrawn	39	163
Pending December 1, 1940	105	75
Total	331	238

After Care

Cases pending December 1, 1939	51
Cases added December 1, 1939 to November 30, 1940	57
Total	108
Disposition as follows:	
Recommended for discharge after investigation	22
Closed	33
Pending December 1, 1940	53
Total	108

General File

Cases pending December 1, 1939	24
Cases received December 1, 1939 to November 30, 1940	117
Total	141
Cases closed	102
Pending December 1, 1940	39
Total	141

The Care of Our Wards

There has been little of striking interest this year in the care of the younger groups of children. It might be interesting, however, to note a few points in connection with the older children, the feeble-minded children, and the children placed for adoption.

OLDER BOYS

The older boys group, including the boys between the ages of twelve and twenty-one, had 2,081 boys under supervision at the end of the year. This group was cared for by sixteen (16) men visitors who also covered the court hearings tabulated above.

On December 1, 1940, 1,394 boys were in school, as follows:

Elementary	673
Junior High	283
High	289
Special Classes	74
Wayside Inn Boys School	40
Trade Schools	19
Vocational School	4
College	4
Beverly School for the Deaf	1
Business College	1
Evening Classes	1
Art School	1
Continuation School	1
Agricultural School	2
Mechanical School	1
	1,394

As of the same date, 377 boys were employed, of whom 132 were enrolled in the Civilian Conservation Corps and 27 enlisted in the United States Services. The employment of the others was distributed, as follows:

Farms	58
Mills and Factories	57
State Police Barracks	28
Stores	27
Restaurants	13
Unskilled labor	10
National Youth Administration	4
Offices	4
Garages	3
Messenger Service	1
Hospital Attendant	1
Gas Station Attendant	1
Laundry worker	1
W.P.A. worker	1
Miscellaneous	9
	218

The National Youth Administration, with the reduction in the minimum age to sixteen, will prove a valuable asset in the coming year although only 4 boys were enrolled in two National Youth Administration camps at the close of this year.

The Hayden Memorial Good Will Inn has been extremely cooperative, giving shelter for varying periods to some of our oldest boys for whom planning is hardest.

OLDER GIRLS

The older girls group, covering girls between the ages of twelve and twenty-one, had under care 1,859 girls at the close of the year.

One thousand, two hundred forty-three (1,243) girls were in school during the past year, as follows:

Elementary	328
Junior High	332
High	489
Special Classes	31
Trade Schools	28
Evening Classes	6
Continuation Classes	2
Nurses Training	19
Teachers' College	33
Business' College	5
	1,243

As the department pays no tuition beyond the high school, advanced education for our wards is difficult to obtain. It means that a girl must earn her own tuition as well as her board and clothing, though we occasionally help with the latter. Of our girls in Teachers' College, one is a sophomore who earns her board by giving service in the family with whom she lives. She did domestic work all summer, and occasionally during the school year secures work in a store for an afternoon or evening. Her brother has thus far paid her tuition, as a result of the visitor's solicitation, and we have given a small amount of clothing. Another is a junior who has lived with the same family for years. They give her her board. During the summer she worked as a waitress and took care of children. Her tuition is being generously paid by the father of one of her former schoolmates, a school principal. The third girl is a freshman who has been an honor student, active in school athletics and social programs. Dependable and a good manager, she worked all summer to earn money for her tuition. The family with whom she lives gives her her board and a foster mother with whom she formerly lived makes her well-timed gifts of suitable clothing.

Nineteen (19) girls are taking nurses' training. It has been our policy to have a girl who wants this training work and save one hundred dollars ($100.) before entering upon her course. This amount, generally earned in domestic work, defrays the cost of her uniforms and initial expenses.

Eighty-eight (88) girls graduated from high school this year. Twenty-one (21) of them were on the Honor Roll and one, who graduated just before she was seventeen, on the National Honor Roll. This girl was interested also in athletics, was a Girl Scout, a member of the Drum Corps, and active in Sunday School work. Three others stood second in their class and one stood third. Of these graduates, one has married and three have found homes with relatives. Those who are not continuing their education are employed.

The number of girls in various types of employment during the past year is as follows:

Housework	255
Mills and Factories	34
Offices	11
Hospital attendants	9
Salesgirls	6
Waitresses	11
Dressmaker	1
Cashier	1
Card colorer	1
W.P.A. project worker	1
Ward maids	5
Beauty shop operator	1
Hand-weaver	1
Bakery cook	1
Power machine operator	1
Training for hospital attendant	1
	340

During the past year 106 girls became of age and passed from our care. Their total savings were $7,554.97. The largest amount saved by any one girl was $437.00.

Mentally Deficient Children.

The three social workers assigned to work with feeble-minded children have had under care in the past year a total of 474 children who had been diagnosed as febble-minded at the state school clinics. For about three-fourths of these children, institutional care had been recommended but was not available. Due to overcrowding in the three state schools, only 72 of the division's children could be committed this year; consequently, 193 children were boarded in foster homes and 34 were in wage homes. Sixty-nine (69) were in the State Infirmary or at the Hospital Cottages for Children at Baldwinsville, because of physical as well as mental problems that made it impossible for them to be cared for in the community. Thirty-six (36) others were in institutions, as follows: 21 in the Monson State Hospital for epileptics, 9 in various state hospitals for mental patients, 3 in private hospitals, 2 in the State Sanatorium at Rutland and one in Perkins Institution for the Blind.

Of the 14 who became of age during the year,- 7 remained in hospitals, 3 were referred to relatives, 2 continued in their employment, 1 was referred for supervision to the Department of Mental Health and 1 was in the United States Army. During the year 7 died, 17 were discharged, 3 committed to the Lyman School and 11 referred back to the main group of normal children.

On November 30, 1940, including those on parole in their own homes, there were 359 under care - mostly children who are on the waiting lists of the three schools and for whom it is no easy matter to secure the right type of foster home. Thirty (30) girls are employed and have savings accounts totaling $2,020.47. Two (2) boys are in the Civilian Conservation Corps and 2 in the Army.

Children Placed for Adoption

Applications for children for adoption

Pending December 1, 1939	51	
New applications	61	
Applications from current foster parents	34	146
Withdrawn	40	
Disapproved because of references	4	
Investigated	67	
Pending November 30, 1940	35	146

Homes investigated

Approved for adoption	60	
Approved but withdrawn	2	
Disapproved	5	67

The outstanding feature in this work during the past year has been the increasing demand for children for adoption, which has far exceeded the number eligible for such placement. However, if there were more than one visitor available for this work many more of the requests could be filled from among our children. Applications made in person and by letter have flooded the division from people of all classes and in all sorts of circumstances. These applicants, if they could not obtain children from the division, sought advice and help in the hope of securing them elsewhere. Giving such advice is an important service but with only one worker it has been impossible to give satisfactory assistance.

During the current year 16 children have been placed for adoption in new homes and 25 changed from a boarding to a free basis in the same home as a preliminary step toward adoption. Forty (40) children have been legally adopted, 21 girls and 19 boys.

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Of the 40 children, 4 were adopted by their mothers and stepfathers, 2 by other relatives, 20 by their former foster parents and 14 by people who took them for that purpose. These adoptions were distributed as follows through the counties of the Commonwealth.

Barnstable	1	Hampden	3	Plymouth	1
Bristol	1	Hampshire	1	Suffolk	6
Essex	5	Middlesex	10	Worcester	3
Franklin	1	Norfolk	8		
				TOTAL	40

There are now 52 children placed on trial for adoption.

OTHER SERVICES TO CHILDREN

Following are reports on six other functions of the division, carrying which it seems better described by its present title of "Child Guardianship" than by the old "State Minor Wards".

Licensing of Maternity Hospitals

Licenses in force December 1, 1939 (In 95 cities and towns)		172
Expired during the year	83	
Surrendered and canceled during the year	12	95
Continuing in force		77
Re-issues	80	
New issues	9	89
Licenses in force November 30, 1940 (In 92 cities and towns)		166

Issued to: corporations	131
physicians	14
nurses	14
boards of public welfare	3
other persons	4
	166

Two hundred and thirty-seven (237) visits were made to hospitals for purposes of inspection and investigation of complaints.

The returns from the questionnaires mailed to licensees showed 55,083 cases delivered; 54,204 live births; 1,431 stillbirths; 122 deaths of mothers; 1,215 deaths of babies.

The licensee of each hospital is responsible for the use at every birth of the one per cent solution of silver nitrate furnished by the Department of Health for the prevention of ophthalmia neonatorum. Each licensee shall be responsible for the observation of General Laws, Chapter 111, Sections 110 and 111, relative to diseases of the eyes.

Four (4) licenses to conduct homes for pregnant women were in force on December 1, 1939. One (1) license expired; 2 were canceled; 4 new licenses were issued; and 5 remained in force on November 30, 1940.

Licensing of Infant Boarding Homes

During the past year 489 licenses to maintain infant boarding homes were granted or renewed under the provisions of General Laws, Chapter 119, Section 2 - in 106 cities and towns - in addition to the 447 licenses in force at the expiration of the previous year. Four hundred and fifty-seven (457) licenses expired by the one year limitation, 1 was revoked, 71 were canceled and 417 licenses, permitting the boarding of 853 infants in 105 cities and towns, remained in force on November 30, 1940. Thirty-six (36) applications were withdrawn and 2 were refused. The licensed homes represent not only those for infants under the care of the department but those also for infants placed out by local boards of public welfare, private agencies and parents or relatives.

Removal of Children

Under General Laws, Chapter 119, Section 28, an agent of the division may, when necessary, remove a child under seven who is "sheltered or maintained apart from his parents and is not receiving proper care ..... for the protection of the child from neglect or abuse". During the past year 7 children were so removed. Many others, however, were caused to be removed as it is our custom to remove only one child and to serve notice on the foster mother that after a certain date she may receive or maintain no children under the age of seven.

Investigation of Adoptions.

Under General Laws, Chapter 210, Section 5A, there were in the past year 955 petitions for adoption referred by the probate courts for investigation. The new high record has meant discouragement for the workers in this unit whose numbers have not been increased since its establishment. Not only has the number of petitions referred in a year risen constantly but the amount of work per case is greater as the staff have become more thorough and their reports more detailed. The courts have gradually and naturally considered the reports more valuable and from time to time judges request that our visitors be present at hearings when adoptions are contested. Additional work also comes from other States when departments of public welfare and private child-placing agencies place children on trial for adoption in Massachusetts. We are asked to investigate homes and in some cases to supervise the children during the trial period preceding adoption. The resulting total load on the staff has meant in the past year that they have had to cut corners against their inclinations.

Although the statistics do not show it, many poor adoptions are prevented because of the investigation made by the division. After the report of the investigation is filed in the probate court, the attorney for the petitioners reads it there.

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When he feels that, as a result of the report, the adoption will not be granted he may withdraw from the case with the result that it is never acted upon by the court. While the present law works to the advantage of the children concerned and marks a great improvement over conditions before its enactment, there is still no protection of the sort that skilled workers can give to the child at the point of placement for adoption.

(Adoption Statistics)

ADOPTION INVESTIGATION STATISTICS FOR THE YEAR ENDING NOVEMBER 30, 1940

Pending December 1, 1939			133
Notices received from courts December 1, 1939 to November 30, 1940			955
Total			1,088
Investigations completed December 1, 1939 to November 30, 1940			
For adoption of legitimate children:		305	
By relatives	244		
By persons other than relatives	61		
	305		
For adoption of illegitimate children:		612	
*By maternal relatives	295		
By alleged relatives	27		
By persons other than relatives	290		
	612		
For adoption of foundlings:		5	
Withdrawn after investigation		6	
Withdrawn without investigation	1		
Allowed without investigation	1		
Delayed six months	1	3	931
Pending December 1, 1940			157
Total			1,088
Cases reported to Courts:		928	
Investigated and approved	862		
Investigated and disapproved	60		
Reported withdrawn	6		
	928		
Notices received showing disposition by Courts:		782	
Approved and granted	755		
Approved and dismissed	2		
Disapproved and dismissed	5		
Disapproved and granted	19		
Dismissed without investigation	1		

* 175 of these petitions were by the mother and her husband.

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DISTRIBUTION OF PETITIONS ACCORDING TO COUNTIES

Middlesex	239	Bristol	67	Barnstable	11
Suffolk	191	Hampden	42	Hampshire	6
Worcester	114	Plymouth	41	Dukes	5
Essex	99	Berkshire	34	Nantucket	0
Norfolk	93	Franklin	13		
				TOTAL	955

Social Service for Crippled Children

From September 1, 1939 to August 31, 1940, reports were received by this subdivision on 6,577 physically handicapped children. The majority of these came from 174 cities and towns in Massachusetts which made reports in compliance with the provisions of General Laws, Chapter 71, Section 46A. However, as in other years, an appreciable number of children were referred for investigation by other state agencies, hospitals, local public or private organizations, and interested individuals.

Four thousand, one hundred seventy-seven (4,177) children, reported during the year, were previously registered with us, and 2,400 were new cases.

One thousand, two hundred forty-one (1,241) of those reported on, were closed out of our active files because they had recovered; were over twenty-one years of age; had moved out of the Commonwealth; died; or had such minor defects that they should no longer be considered handicapped.

Five thousand, three hundred thirty-six (5,336) children were continued in our active files which, on August 31, 1940, contained records totaling 10,514 handicapped children.

While infantile paralysis continues to be the leading cause of orthopedic defects, there has been a steady and rapid increase in the past six years in the number of children reported handicapped as the result of rheumatic fever. In 1934, 231 such children were included in the census reports. This year there were 1,076, or over one-third more than those having infantile paralysis. This, unquestionably, points to the need for further attention to the problem of rheumatic fever among children in Massachusetts.

The following tables give the diagnoses of handicapping conditions in the order of their frequency.

Crippled Children		Children Otherwise Handicapped	
Infantile paralysis	724	Rheumatic heart, chorea, and congenital heart conditions	1,076
Cerebral palsy	392	Defective hearing	316
Congenital deformities	345	Defective eyesight	277
Scoliosis	144	Respiratory disorders	248
Obstetrical paralysis	124	Epilepsy	126
Osteomyelitis	116	Kidney disorders	60
Fractures	93	Other medical conditions include: primary and secondary anemia; appendicitis; diabetes; colitis; cystitis; brain tumors; and nervous disorders.	488
Bone and joint tuberculosis	91		
Arthritis	75		
Progressive muscular dystrophy	56		
Other orthopedic defects include: Amputations and other traumatic deformities of the bones and joints; deformities from burns; epiphysitis; hydrocephalus with paralysis; encephalitis with paralysis; Friedreich's Ataxia; Perthe's disease; fragilitas ossium; hemophilia; Osgood-Schlatter's disease, and sclerosis.	585		
	2,745		2,591
Total			5,336

A large majority of the children were receiving medical care at the time they were investigated, and many others were referred for care, so that a total of 4,450 received treatment during the year as follows: 1,382 privately; 2,573 in clinics; 314 in hospitals or convalescent homes; and 181 in such institutions as the Massachusetts Hospital School at Canton, Hospital Cottages at Baldwinsville and the State Sanatorium at Lakeville.

Eight hundred and two (802) children were not under active care. Most of these were seen at infrequent intervals for medical check-ups. A few, however, refused care. Treatment had been completed in 77 cases, and there were 7 children on whom definite information as to treatment was not obtained.

One thousand, one hundred fifty-four (1,154) handicapped children investigated, were recommended to the Department of Education for approval of home instruction under the provisions of Chapter 71, Section 46A. Twenty-nine (29) of these did not receive instruction at home as the towns in which they lived claimed exemption from the law because they had less than five children who were unable to attend school. Three hundred and seventeen (317) children received instruction while patients in hospitals or convalescent homes, and 123 others were taught at home during convalescence from temporary disabilities. Twenty-one (21) children who were receiving home instruction were reinvestigated and recommended for physical or mental reexaminations, return to school, or for institutional care.

Two thousand, four hundred fifty-six (2,456) children attended regular public school classes. Recommendations on 21 of these included referrals for re-examination or for appropriate institutional care, and referrals to the Division of the Blind and to the Division of Vocational Rehabilitation. Four hundred and thirty-five (435) children received their education in special schools or classes for the handicapped.

Of the 830 remaining children, 293 had completed their education (36 of these are now being followed by the Division of Vocational Rehabilitation); 139 were mentally unable to do formal school work; 212 were of pre-school age; 44 had left school at sixteen or were ill at home and not interested in further education, having completed or nearly completed the elementary grades; 56 were in hospitals, were awaiting admission to hospitals or institutions, or were too ill at home for home instruction. Fifty-one (51) were not recommended for home instruction for such reasons as: adjustment back into school was arranged; appropriate hospital or institutional care was advised; referral was made for training under the Division of Vocational Rehabilitation; or they were reported too late in the school year for instruction to be given. Finally, there were 35 children under the supervision of various agencies on whom definite information as to education was not obtained.

As will be seen by this report, much of the work in this subdivision is carried on in cooperation with the State Department of Education. However, since the Department of Public Health took over the medical care of indigent crippled children in 1936 under the Social Security Act, there has been a close working relationship with that department as well in exchanging information regarding the crippled children of the Commonwealth and in collaborating on the specific problems pertaining to the education and general welfare of indigent crippled children.

The continued splendid cooperation which we receive from the many other state and local, public and private institutions and organizations to which we turn in making our investigations of the children reported to this office, is also deeply appreciated. We regret that because of an inadequate staff we not only cannot cover our own work as thoroughly as we should, but we cannot give these agencies the amount of assistance which they should have in working out some of the problems of their more difficult cases.

Child Welfare Services

Someone has said that one cannot do for a child five years hence what he should do for that child today. The survey of the needs of the children of Massachusetts begun by Miss Esther Hill in 1939 under the auspices of Child Welfare Services, was completed by her in 1940. It reveals above all else the wisdom of this statement as it applies to the less fortunate children of our Commonwealth. Child placing agencies, both public and private; the S.P.C.C.; the Juvenile Courts; the correctional institutions have all come to the rescue when the period of advanced social breakdown has been reached -- when discord and neglect have become alarming, and health, personality and behavior problems have developed to a serious degree. Sometimes the home can be salvaged at even so late a stage as this; frequently, however, the family situation is past redemption. The bitter experience of being uprooted,- often hastily, from the familiar environment of one's own family, relatives and playmates, from church, home and school now falls to the lot of the type of individual least able to endure such uncertainty and hardship, a defenseless child. And, in a large number of situations, the whole picture might have been different had we not waited for the "five years hence" -- had we begun our efforts when for the slight misunderstanding within the family circle it was still "today".

In some of our cities the family welfare societies have, so far as their limited budgets would allow, solved the problem in its early development, for a number of children. For those in our non-urban areas, however, there has frequently been nothing to do, as numerous social workers have sorrowfully remarked, but to "wait till there is real trouble" -- till the juvenile court stage has perhaps been reached. What is more, for these non-urban children there are fewer resources, even when the period of advanced social breakdown has arrived, than for their more fortunate contemporaries in our Massachusetts cities. In short, according to this survey, it is imperative that we become actively concerned about the needs of most of our agency children far earlier than we become concerned about them today, and that we give - both in the early and late stages of problem development - the same consideration to the children in the country and in the small towns as we have already given to some of the children in our more forward-looking cities.

Under the provisions of the Social Security Act, Massachusetts now receives $17,506 annually for the purpose of "establishing, extending, and strengthening, especially in predominantly rural areas, public-welfare services for the protection and care of homeless, dependent, and neglected children, and children in danger of becoming delinquent." To this sum is added a small contribution from the Commonwealth. The total amount is entirely inadequate, however, for direct case work, since both the survey mentioned above and the demonstration service offered between 1936 and 1939 to the Southern Worcester County and Cape Cod sections, have proved fairly conclusively that the need of such assistance to the children of our non-urban areas is extremely great. A plan has been mapped out by the writer of the survey, the Director of the Division of Child Guardianship, a representative of the Children's Bureau and the Advisory Committee of the Division of Child Guardianship, to use this small sum of money to the best advantage.

It has been agreed that, aside from the supervisor of Child Welfare Services whose appointment was made this year, there should be appointed four consultants, each of whom will have as her territory one of the districts of the Division of Aid and Relief, the four areas with the largest rural populations being chosen for these activities. The major task assigned to these consultants will be that of awakening the communities to a deep concern for the needs of their children and to a better understanding as to the methods by which these needs can be met. It is hoped that, as a result of the planning of all these workers, many towns and cities will - either singly or in combinations of two or three - eventually employ child welfare visitors to meet the problems of the children within their own homes in the early stages of development.

Three towns in Southern Worcester County - Southbridge, Sturbridge and Charlton - have such an arrangement for the care of their children, and town officials and private citizens seem equally enthusiastic about its success. The demands upon the child welfare worker, appointed in May 1939, practically since the very inception of the program have been almost too great for a single individual to bear. And now communities nearby are looking with envy at the fortunate lot of the children of these three towns, and their boards of public welfare are discussing ways and means by which they, too, can employ a child welfare worker. It is our hope that a number of such town experiments will eventually be the result of this small beginning in Southbridge, Sturbridge and Charlton.

The following story is an example of the activity of a child welfare worker in a small community. A fifteen year old girl begged the Chief of Police to send her away to a reform school because her "peasant parents", as she termed them, had no sympathy with her ambition to complete high school, accused her of being lazy because she preferred school to going out into domestic work, denounced her associates because she sought the companionship of girls of better social standing than that of her family, and considered her a liability to the family since she made no contribution toward its support, Her older sister abetted the parents in their attitude because she had been contributing to the family income ever since she was fourteen. Eleanor came in despair to the police one morning after her mother had struck her on the head, leaving a gash. She said, "If my mother does this to me, I must be wrong. But I want to be somebody. I love school. I don't want to be just a factory worker."

The police turned the problem over to Child Welfare Services. Since the father was a gambler who often lost his wages, his wife became fearful of insecurity and disgrace. Besides, a bitter religious feud broke out within the family circle. In desperation the mother began to vent her rage on Eleanor, and the child saw no way out of the difficulty except in being taken away from her parents, whom she considered unteachable.

At first, the mother was suspicious of the interest of Child Welfare Services, but gradually, after trying time and again to justify herself, she voluntarily came to the worker to discuss the family situation. She agreed that Eleanor should return to school, and the child set about making up lost time. Her sister was envious and bitter, however, and with the father and sister lining up against

the mother and Eleanor in family quarrels, the girl lost courage again. The child welfare worker succeeded in helping the sister to have a fairer attitude and, at the same time, to find some compensation for the drudgery of her own existence. To persuade the father, however, meant a tedious and sometimes discouraging struggle, but in time he too became proud of the daughter who was determined to "be somebody" and to "amount to something". So it was that a home at the very breaking point was saved for parents and children, as well as for the community which had sufficient concern for its citizens to supply, out of its own tax funds, a worker skilled in the art of helping children at the point where trouble begins.

Recently a member of the board of public welfare of one of the towns using the services of a child welfare worker, had occasion to appear in one of our city courts, in behalf of some children. At the close of the hearing the judge asked this local official how it happened that his town had employed such a worker. The board member described the demonstration conducted by Child Welfare Services in Southern Worcester County and told of the determination of the town officials to continue the work which had been begun. When he finished speaking, the judge remarked, "The State of Massachusetts needs 100 such child welfare workers."

It is our desire that there may actually be, in the not too remote future, approximately 100 such workers, locally supported, serving our less fortunate children in their own homes. Affection and understanding are the birthright of every child, and if that birthright is to be effective in a happy and useful existence, it must be his not "five years hence" but "today".

STATE BOARD OF HOUSING

John Carroll, Chairman

(See also P.D. 154-Annual Report of the State Board of Housing)

DIVISION OF JUVENILE TRAINING

Charles M. Davenport, Director
Walter C. Bell, Executive Secretary

(41 Mt. Vernon Street, Boston)

See P.D. No. 93, Annual report of the Trustees of the Massachusetts Training Schools.

INSTITUTIONS UNDER THE DEPARTMENT

The following brief statements relate to the general supervision of each of the five institutions under the department. These reports are followed by comparative and more detailed consideration of the financial administration of the institutions. Further details about the work of the various institutions may be found in the institution reports which are published separately.

THE TEWKSBURY STATE HOSPITAL AND INFIRMARY, TEWKSBURY

Lawrence K. Kelley, LL.B., M.D., Superintendent

Provides infirmary care for needy persons not chargeable for support to any city or town. Insane persons and those with contagious diseases are not admitted.

See P.D. No. 26, Annual report of the Trustees of the Tewksbury State Hospital and Infirmary.

INFIRMARY DEPARTMENT AT THE STATE FARM, BRIDGEWATER

(Under the Department of Correction)

James A. Warren, Superintendent

Provides infirmary care for indigent persons (male) not chargeable to any city or town.

See P.D. No. 24, Annual report of the State Farm.

MASSACHUSETTS HOSPITAL SCHOOL, CANTON

John E. Fish, M.D., Superintendent

Provides care and schooling for the crippled and deformed children of the Commonwealth; a school with hospital facilities.

See P.D. No. 82, Annual report of the Trustees of the Massachusetts Hospital School.

LYMAN SCHOOL FOR BOYS, WESTBOROUGH

Charles A. DuBois, Superintendent

Provides custodial care and industrial training for delinquent boys under fifteen years of age; cottage plan.

See P.D. No. 93, Annual report of the Trustees of the Massachusetts Training Schools.

INDUSTRIAL SCHOOL FOR BOYS, SHIRLEY

George P. Campbell, Superintendent

Provides custodial care and industrial training for boys over fifteen and under twenty-one years of age; only boys under eighteen may be admitted.

See P.D. No. 93, Annual report of the Trustees of the Massachusetts Training Schools.

INDUSTRIAL SCHOOL FOR GIRLS, LANCASTER

Miss Catharine M. Campbell, Superintendent

Provides custodial care and industrial training for delinquent girls under seventeen years of age at time of commitment.

See P.D. No. 93, Annual report of the Trustees of the Massachusetts Training Schools.

SUPERVISION OF INSTITUTIONS

In the matter of financial supervision, the department examines and analyzes institution expenditures, keeping constantly in mind the function of the institution and the relation of its business to the care, education, and welfare of the inmates. The following tables are designed to show in detail the financial condition of each institution.

TABLE I. PART I. - Capacities and Population of the Five Institutions for the Fiscal Year ending November 30, 1940

INSTITUTIONS	Normal Capacity	Present Any One Time		Daily Average Number Present During the Year		
		Largest Number	Smallest Number	1940	1939	1938
bury State Hospital and Infirmary.	3,500	3,137	2,361	2,736	2,826	2,890
chusetts Hospital School	316	298	153	252	252	256
School for Boys	406	370	297	340	333	308
trial School for Boys.	334	278	239	265	273	312
trial School for Girls	270	242	204	228	241	249
Totals	4,826	4,325	3,254	3,821	3,925	4,015

TABLE I. PART II. - Inventory of the Five Institutions

REAL AND PERSONAL ESTATE

INSTITUTIONS	Land		Buildings	Personal Property	Total Value
	Acres	Value			
bury State Hospital and Infirmary.	916.00	$84,579.94	$3,404,143.01	$593,414.80	$4,082,137.75
chusetts Hospital School	165.72	41,806.00	786,898.10	131,259.94	959,964.04
School for Boys	579.13	57,525.57	895,015.56	173,124.58	1,125,665.71
trial School for Boys	968.04	34,626.80	649,889.95	157,077.67	841,594.42
trial School for Girls	368.80	22,680.00	504,922.82	121,456.56	649,059.38
	2,997.69	$241,218.31	$6,240,869.44	$1,176,333.55	$7,658,421.30

TABLE II. - Receipts of the Five Institutions during the Fiscal Year ending November 30, 1940.

INSTITUTIONS	FROM THE INSTITUTIONS						FROM THE TREASURY				
	Board and Care of Patients	Personal Services	Sales	Rents	Other Receipts	Total	On Account of Maintenance	For Special Purposes	For Trust Funds	Total	Total Receipts
Tewksbury State Hospital and Infirmary.	$128,139.22	$437.69	$5,219.10	$953.40	$241.01	$134,990.42	$1,266,971.23	$11,629.30	-	$1,278,600.53	$1,413,590.95
Massachusetts Hospital School	68,426.79	91.65	266.42	279.00	96.05	69,159.91	232,322.70	272.78	-	232,595.48	301,755.39
Lyman School for Boys	-	91.16	1,003.42	-	15.92	1,110.50	298,658.53	3,581.70	$471.17	302,711.40	303,821.90
Industrial School for Boys.	-	62.39	5,914.41	-	206.36	6,183.16	188,100.54	180.15	-	188,280.69	194,463.85
Industrial School for Girls	-	46.63	410.63	-	137.27	594.53	143,571.06	-	118.02	143,689.08	144,283.61
Totals.	$196,566.01	$729.52	$12,813.98	$1,232.40	$696.61	$212,038.52	$2,129,624.06	$15,663.93	$589.19	$2,145,877.18	$2,357,915.70

TABLE III. - PART I. - Expenditures of the Five Institutions for the Fiscal Year ending November 30, 1940.

MAINTENANCE

INSTITUTIONS	Personal Services	Food	Medical and General Care	Farm	Heat and Other Plant Operation	Garage and Grounds	Travel, Transportation and Office Expenses	Religious Instruction	Clothing and Materials	Furnishings and Household Supplies	Repairs, Ordinary	Repairs and Renewals	TOTALS
Tewksbury State Hospital and Infirmary.	$659,919.00	$263,139.30	$52,842.56	$36,198.71	$90,851.93	$6,134.25	$7,171.98	$3,416.83	$51,487.25	$44,174.67	$22,616.64	$29,018.11	$1,266,971.23
Massachusetts Hospital School	152,636.42	18,428.43	5,832.68	9,721.60	15,730.89	2,559.26	2,063.59	1,160.00	3,578.64	4,614.67	2,897.79	13,098.73	232,322.70
Lyman School for Boys	162,626.97	32,482.50	5,746.59	16,672.18	34,417.02	3,264.86	2,984.53	2,520.60	11,348.57	7,319.25	6,177.74	13,097.72	298,658.53
Industrial School for Boys	109,556.63	16,352.74	4,061.50	13,414.31	15,303.17	2,925.79	2,169.88	2,000.00	5,857.19	5,469.71	5,397.59	5,592.03	188,100.54
Industrial School for Girls	80,913.24	13,824.44	3,037.05	9,068.08	16,158.65	2,544.16	1,139.71	1,605.00	5,480.23	4,269.36	3,329.92	2,201.22	143,571.06
Totals	$1,165,652.26	$344,227.41	$71,520.38	$85,074.88	$172,461.66	$17,428.32	$15,529.69	$10,702.43	$77,751.88	$65,847.66	$40,419.68	$63,007.81	$2,129,624.06

TABLE III. PART II. - Expenditures of the Five Institutions for the Fiscal Year ending November 30, 1940 - Continued

FOR SPECIAL PURPOSES

INSTITUTIONS	Land	Buildings	Furnishing and Equipping	Miscellaneous	Total
Tewksbury State Hospital and Infirmary. .	-	$10,176.13	$1,453.17	-	$11,629.30
Massachusetts Hospital School	-	-	-	$272.78	272.78
Lyman School for Boys	-	3,192.09	-	389.61	3,581.70
Industrial School for Boys.	-	-	-	180.15	180.15
Industrial School for Girls	-	-	-	-	-
Totals.	-	$13,368.22	$1,453.17	$842.54	$15,663.93

TABLE III. PART III. - Summary of Expenditures for the Fiscal Year ending November 30, 1940 - Concluded

INSTITUTIONS	Maintenance	Special Purposes	Trust Funds	Total
Tewksbury State Hospital and Infirmary. .	$1,266,971.23	$11,629.30	-	$1,278,600.53
Massachusetts Hospital School	232,322.70	272.78	-	232,595.48
Lyman School for Boys	298,658.53	3,581.70	$471.17	302,711.40
Industrial School for Boys.	188,100.54	180.15	-	188,280.69
Industrial School for Girls	143,571.06	-	118.02	143,689.08
Totals.	$2,129,624.06	$15,663.93	$589.09	$2,145,877.18

TABLE IV. Expenditures and Net Weekly Per Capita Cost of the Five Institutions for the Fiscal Year ending November 30, 1940

INSTITUTIONS	Expenditures	WEEKLY PER CAPITA 1940	WEEKLY PER CAPITA Average for the Three Years 1937, 1938 and 1939	Total Receipts from Refunds or Sales	Net Cost to the Institution	NET WEEKLY PER CAPITA 1940	NET WEEKLY PER CAPITA Average for the Three Years 1937, 1938 and 1939
Tewksbury State Hospital and Infirmary.	$1,266,971.23	$8.85	$8.99	$5,656.79	$1,261,314.44	$8.82	$8.95
Massachusetts Hospital School	232,322.70	17.64	16.89	358.07	231,964.63	17.61	16.86
Lyman School for Boys	298,658.53	16.78	16.94	1,094.58	297,563.95	16.72	16.85
Industrial School for Boys.	188,100.54	13.57	13.26	5,976.80	182,123.74	13.14	13.20
Industrial School for Girls	143,571.06	12.02	11.91	457.26	143,113.80	11.93	11.83
Totals.	$2,129,624.06	-	-	$13,543.50	$2,116,080.56	-	-

TABLE V. Payroll of the Five Institutions, showing total number employed for the Fiscal Year ending November 30, 1940.

INSTITUTIONS	AVERAGE NUMBER EMPLOYED			AVERAGE MONTHLY COMPENSATION			WEEKLY PER CAPITA COST			NUMBER OF INMATES TO ONE EMPLOYEE		
	1940	1939	For the Three Years 1937,1938 and 1939	1940	1939	For the Three Years 1937,1938 and 1939	1940	1939	For the three Years 1937,1938 and 1939	1940	1939	For the Three Years 1937,1938 and 1939
Tewksbury State Hospital and Infirmary.	676.36	692.16	689.41	$81.30	$80.12	$79.19	$4.61	$4.52	$4.40	4.4	4.0	4.1
Massachusetts Hospital School	143.29	145.31	143.88	88.77	87.78	87.28	11.58	11.65	11.37	1.7	1.7	1.8
Lyman School for Boys	145.52	148.14	149.35	93.13	91.36	89.58	9.13	9.35	9.18	2.3	2.2	2.2
Industrial School for Boys.	106.00	107.00	102.67	86.13	85.20	85.73	7.91	7.68	7.18	2.5	2.5	2.7
Industrial School for Girls	84.63	87.11	89.17	79.67	78.98	77.64	6.77	6.57	6.45	2.7	2.7	2.7
Totals	1155.80	1179.72	1174.48	$429.00	$423.44	$419.42	-	-	-	-	-	-

THE COUNTY TRAINING SCHOOLS

Under the provisions of General Laws, chapter 77, section 2, the four county training schools for truants and habitual school offenders are subject to the visitation of this department, which is required to report thereon in its annual report.

The names of the schools and the Superintendents are as follows:

Essex County Training School, Lawrence, James R. Tetler.
Hampden County Training School, Springfield (Feeding Hills)
H. E. Herrick
Middlesex County Training School, North Chelmsford, J.Earl Wolton
Worcester County Training School, Oakdale (West Boylston)
Wm. E. Teachout

Table I shows the trend of the population in the County Training Schools during the past five years.

TABLE I. County Training Schools - Average Number in Schools during the years 1936 - 1940

SCHOOL	1936	1937	1938	1939	1940
Essex County Training School . . .	95.0	82.0	73.0	73.0	72.0
Hampden County Training School . .	32.0	35.0	30.0	28.5	32.0
Middlesex County Training School .	140.0	148.0	131.0	128.0	116.0
Worcester County Training School .	32.0	37.4	28.5	25.0	37.3
Totals.	299.0	302.4	262.5	254.5	257.3

TABLE II. - County Training Schools - Number and Movement of Population

SCHOOL	NUMBER IN SCHOOL DURING THE YEAR					Maintenance of Schools (Average Weekly Per Capita Cost)
	Whole Number	On Jan.1, 1940	Admitted	Released or Discharged	Remaining on Dec.31, 1940	
Essex County Training School . . .	81	63	18	32	49	$10.55
Hampden County Training School . .	54	28	26	25	29	15.01
Middlesex County Training School .	166	128	38	55	116	12.05
Worcester County Training School .	63	24	39	13	50	13.14
Totals	364	243	121	125	244	$50.75

SUPERVISION OF THE SETTLED POOR RELIEVED OR SUPPORTED BY CITIES AND TOWNS

General Laws, chapter 117, section 3, and chapter 121, sections 7 and 16, provide that the Department of Public Welfare may visit and inspect all places where city or town poor are supported in families, and require the department to visit, at least once a year, not only all children who are maintained by the Commonwealth, but all minor children who are supported at the expense of any city or town. Children illegally retained in city or town infirmaries must be removed therefrom and placed at board at the expense of the city or town concerned.

THE SETTLED ADULT POOR PROVIDED FOR IN FAMILIES

Of the 316 adult persons reported by local authorities as fully supported in families on January 1, 1940, 19 had died and 56 had been removed before visits were made. The remaining 241--131 men and 110 women--were all visited and reported on by the department's agents. They were supported by 92 cities and towns as follows:

Acushnet	2	Brewster	2	Easton	1	Heath	1
Agawam	9	Buckland	1	Erving	1	Hinsdale	3
Alford	1	Cheshire	2	Florida	1	Holden	3
Amherst	3	Chester	2	Framingham	7	Hopkinton	1
Arlington	2	Chicopee	3	Franklin	2	Huntington	2
Ashburnham	2	Clinton	7	Grafton	3	Lancaster	1
Athol	2	Colrain	1	Granby	1	Lee	4
Auburn	2	Concord	2	Granville	1	Lenox	3
Barnstable	2	Dalton	2	Gt.Barrington	13	Leominster	4
Belchertown	1	Deerfield	2	Greenfield	2	Lexington	7
Belmont	7	Dennis	4	Groton	1	Ludlow	2
Bolton	1	Dighton	2	Hampden	1	Malden	2
Bourne	2	Douglas	4	Harvard	1	Mansfield	1

Maynard	5	No.Attleborough	1	Plainville	1	Swampscott	1
Melrose	7	Northborough	1	Rehoboth	5	Townsend	1
Millbury	8	Northfield	2	Rochester	1	Wareham	1
Monroe	2	Norton	2	Russell	1	Watertown	1
Monson	2	Palmer	1	Sherborn	2	Westfield	2
New Marlborough	1	Paxton	1	Shrewsbury	5	W.Springfield	14
New Salem	1	Petersham	2	Southborough	1	Whately	1
Newbury	1	Phillipston	1	Stockbridge	2	Wilbraham	1
Newton	6	Pittsfield	5	Stoneham	3	Winthrop	3
North Adams	3	Plainfield	1	Stow	1	Yarmouth	2

Their ages were as follows: 7 between 20 and 30; 10 between 30 and 40; 22 between 40 and 50; 54 between 50 and 60; 71 between 60 and 70; 28 between 70 and 80; 2 between 90 and 100; and 2 were unknown.

For their support there was paid in 1 case less than $2; in 4 cases from $2 to $3; in 27 cases from $3 to $4; in 209 cases--mostly of old and feeble persons--the rate varied from $4 to $15 per week according to the amount of care required.

Of the whole number 124 were reported to be in good or fairly good physical condition, and 224 in good or fairly good mental condition. In all cases they were apparently receiving good care. There were 44 able to do light work either in the house or about the premises. In 176 cases, according to the reports the members of the local board of public welfare complied with the law requiring them to visit these persons at least once in every six months; in 41 cases they were visited once during the year; in 24 cases they were not visited at all.

DEPENDENT MINOR CHILDREN WITH SETTLEMENT PROVIDED FOR OUTSIDE INFIRMARIES

As shown by the department's visitation of the 1,633 children reported by the authorities as fully supported outside the infirmaries on January 1, 1941, and July 1, 1940, 107 had been removed before visits could be made, and 8 were supporting themselves. The remaining 1,518--808 boys and 710 girls were supported by 127 cities and towns as follows:

Adams	6	Chicopee	3	Hanson	1	Milford	2
Agawam	2	Clinton	5	Hatfield	1	Millbury	1
Arlington	3	Dalton	1	Holden	3	Montague	1
Athol	2	Danvers	6	Holyoke	8	Nantucket	2
Attleboro	6	Dedham	3	Hudson	1	Needham	1
Auburn	2	Deerfield	1	Hull	1	New Bedford	49
Barnstable	8	Dighton	2	Ipswich	1	Newburyport	1
Barre	3	East Brookfield	2	Lancaster	2	Newton	13
Beverly	14	Fairhaven	3	Lawrence	6	North Adams	1
Billerica	3	Falmouth	8	Leicester	5	No.Attleborough	3
Boston	950	Fitchburg	7	Leominster	12	No.Reading	1
Braintree	3	Foxborough	1	Lexington	2	Northborough	2
Bridgewater	5	Framingham	4	Lowell	21	Norton	1
Brockton	14	Franklin	2	Ludlow	1	Norwood	6
Brookfield	1	Gardner	10	Lunenburg	1	Palmer	6
Brookline	8	Georgetown	2	Lynn	26	Peabody	3
Burlington	2	Gloucester	5	Malden	15	Pelham	2
Carver	4	Grafton	1	Medfield	2	Pembroke	1
Charlemont	4	Granville	2	Melrose	2	Pittsfield	4
Chatham	2	Groton	1	Methuen	1	Plainville	2
Chelsea	4	Groveland	1	Middleborough	3	Plymouth	1
Cheshire	2	Hadley	1	Middleton	3	Provincetown	1

Raynham	1	Springfield	1	Waltham	3	Whately	2
Reading	3	Stoneham	3	Wareham	6	Whitman	1
Rochester	2	Stoughton	2	Warren	1	Wilbraham	4
Rockland	1	Sutton	1	Watertown	4	Williamstown	1
Salem	23	Taunton	18	Webster	6	Winchendon	17
Seekonk	2	Templeton	2	W.Spring-field	1	Woburn	3
Sherborn	1	Tewksbury	2	Westfield	1	Worcester	183
Somerville	23	Tisbury	2	Westminster	4	Yarmouth	1
Southborough	1	Townsend	1	Westport	6		
Southbridge	5	Uxbridge	4	Weymouth	14		

Of the whole number 136 were cared for and treated in hospitals and institutions. There were 1,168 who attended school and 278 who did more or less work about the house. Of the whole number 1,475 were in good or fairly good physical condition, and 1,461 in good or fairly good mental condition. The price of board varies from $2 to $5 per week. These children were found to be well cared for with a few exceptions which have been brought to the attention of the local board of public welfare.

Dependent Minor Children withSettlement Provided for in Infirmaries

Visits were made to 133 children - 69 girls and 64 boys - reported to be cared for by the following cities and towns in their infirmaries:

Barnstable, 1	New Bedford, 4
Boston, 77	Springfield, 2
Braintree, 1	Westborough, 1
Fall River, 20	Westfield, 5
Fitchburg, 4	Worcester, 3
Holyoke, 7	
Hudson, 6	
Malden, 2	

Of the number visited 14 are awaiting placement; 1 is awaiting court action; 1 is awaiting transfer to the Division of Child Guardianship; 4 are in emergency family evicted from home; 19 have been discharged; 60 are so defective in mind or body that their retention in an infirmary is desirable; and 34 are under 2, or under 3 with their mothers, and lawful.

THE PENALTY INCURRED BY CERTAIN CITIES AND TOWNS FOR FAILURE TO MAKE THEIR RETURNS OF POOR RELIEF DURING THE MONTH OF APRIL, 1940

Under sections 32-35 of chapter 117 of the General Laws, the department reported to the Treasurer of the Commonwealth the names of the cities and towns which failed to make their returns of poor relief during the month of April, 1940, together with the amount of penalty incurred in each instance as follows: Chilmark, $9.00; Dover, $6.00; Dracut, $6.00; Hinsdale, $11.00; Hubbardston, $3.00; Huntington, $7.00; Lawrence, $18.00; Leyden, $7.00; Monroe, $4.00; Norfolk, $7.00; No. Andover, $2.00; Plainfield, $38.00; Russell, $7.00; Swansea; $8.00; Tisbury, $41.00; Wilmington, $7.00; North Reading, $180; Total, $361.00.

SEE FINANCIAL STATEMENT

in copy in

COMMISSIONER'S OFFICE

At Room 36-State House

PART II

PRIVATE CHARITABLE CORPORATIONS

Arthur B. Rotch, Commissioner

Supervisors

Miss Florence G. Dickson Miss Alice M. McIntire

Miss Mary C. Robinson

Government supervision of private charitable corporations is provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate all applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the department and the year's work under these several statutes are explained. This statement is followed by a tabulation of some of the essential figures showing the financial condition and the number of persons aided by the various charities.

Investigation of Charitable Organizations Seeking Incorporation

General Laws (Ter. Ed.) chapter 180, section 6, provides that the department shall investigate, give a public hearing, and report its findings to the Secretary of the Commonwealth, in all cases of charitable organizations which seek a certificate of incorporation. During the year ending November 30, 1940, 53 applications for charters have been referred under the provisions of this statute. The department has completed its investigation, given hearings and reported on 51 applications, including 11 received prior to the beginning of the year.

Action has been taken by the Secretary of the Commonwealth on 51 applications as listed below. Forty-four (44) of these petitions have been granted and charters issued, while 7 have been refused.

Arlington Social Service League, Inc.
Asthma Research Foundation, Inc.
Barnstable Massachusetts Committee for the Care of Children from Barnstaple England, Inc., The
Belmont Girl Scouts, Incorporated
Boy Scouts of America, Berkshire Council, Inc.
Brookline Anti-Tuberculosis Society, Inc.
Camp Allbridge, Incorporated

Camp Ashmere, Inc.
Camp Stella Maris, Inc.
Captain Charles Leonard House, Inc., The
C.C.Griffin Home for Aged Couples and Aged Men Inc.
Cercle Loyal des Dames et Demoiselles Franco-Americaines de So. Lawrence, Mass., Le
Charter Club, Inc.
Christmas Arcade, Inc.
Civic Patrol of Gloucester, Inc., The
Community Young Men's Christian Association of Greenfield, Mass., The
David Memorial Nursing Home
Faro Club (Incopporated)
Friends of Young Judaea, Inc.
German Legion of Lawrence, Incorporated
Girl Scout Council of Greater Lynn, Inc., The
Gloucester Artillery Associates, Inc.
Greenfield Community Chest, Incorporated
Harvard Committee to Aid German Student Refugees, Inc., The
Human Engineering Laboratory, Incorporated
Italian Women's Club of Pittsfield
Jewish Family Welfare Association, The
Kenmore Hospital, Inc.
Kiwanis Club of Northampton, Inc.
Kiwanis Club of Roslindale-West Roxbury Incorporated
Knights and Ladies of Kaleva, Inc.
Legion Ambulance Fund Incorporated of Randolph
Massachusetts Department, Sons of Union Veterans of the Civil War
Medford Post No. 45, American Legion, Home Building Association, Inc.
Mothers Helping Hand, Incorporated
Mount Trinity Religious, Educational and Charitable Association
National Acadian Club, Incorporated, The
New England Division of the American Jewish Congress
Oakland Building Associates, Inc., The
Pan-Eleian Federation of America, The
Particular Council of Fall River Society of St. Vincent de Paul
Paul Reveres of 1938 and 1939, Inc.
Rockne Association, Inc., of Brockton
Societa' St. Anna de West Springfield, Inc.
Somerville Teachers' Club Scholarship Fund, Inc.
South End Community Center of Springfield, Inc.
Southern Brookline Community Center
Warren Committee, Inc.
Weymouth Community Service, Inc., The
Weymouth Post 79 Department of Massachusetts, The American Legion, Inc.
Yankee Division Veterans Association

Supervision of Charitable Corporations

General Laws (Ter. Ed.) chapter 121, section 7, requires the Department f Public Welfare, upon the request or with the consent of a charitable corporaion, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been coninued through visits and conferences by the supervisiors. There have been 197

inspections involving many consultations and visits to institutions.

There have been 751 inquiries regarding particular charities and general matters related to the field of private charity.

Number and Classification of Incorporated Charities in Massachusetts

Of the 1,405 charitable corporations which made returns to this department during 1940, 131 are homes for the aged; 141 are hospitals, sanatoria and other institutions for the sick; 146 are nursing societies and other health agencies; 267 are agencies giving family service and relief; 134 are child-serving agencies; 185 are youth agencies; 95 are settlements and neighborhood centres; and 108 are federations, foundations, and community chests. The remaining 198 form a miscellaneous group chiefly civic or eleemosynary in their nature.

Annual Reports of Charitable Corporations

General Laws (Ter.Ed.) chapter 180, section 12, provides that a charitable corporation incorporated within this Commonwealth must make to this department an annual financial return on or before the first day of November in each year, and further provides that if any corporation fails for two successive years to make the report, the Supreme Court may decree its dissolution. Figures from the financial reports of corporations for the last year are given on the following pages. The abstracts are arranged by towns in alphabetical order under each town.

An analysis of the returns made in 1940 showed the total property, real and personal, of all these charities to be $400,798,838. Subscriptions and donations amounted to $23,109,636. Earnings and refunds, including receipts from beneficiaries, were $30,151,390. Receipts from interest and dividends on investments totaled $9,654,466. Legacies were received to the amount of $5,878,747. Total current receipts were $64,170,422. Total current expenditures were $61,109,616. Total paid for salaries and wages, $24,852,607.

Corporations Dissolved

In 1940, 8 corporations were dissolved by a decree of the Supreme Court.

The list follows:-

Academy of Medicine, Inc.
Boston Hungarian Rifke Benais Jerusalem, Inc.
Daughters of Zion Old Peoples Home
Governor John A. Andrew Home Association
Italian Legion Auxiliary, Boston Unit Number One
Lithuanian National Catholic Vytautas Old Folks' Home, Inc.
Mayor's Relief Committee Inc.
Social Welfare League Inc. of Taunton, The

Registration of Foreign Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12A, requires a charitable corporation incorporated elsewhere than in Massachusetts, which engages in charitable work or raises funds within the Commonwealth, to file with the department (1) a true copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before November first. Approximately 75 foreign corporations are complying with the law.

No Endorsement of Private Charitable Organizations

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute, regardless of the known standing of any such society. Inspection and the publication of the annual return in this volume do not mean approval; on the contrary, inspection may mean the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the fact of inspection in such manner as to lead the public to believe that the department approves or in any sense commends its work.

SEE

BUREAU OF INCORPORATED CHARITIES

FOR

ABSTRACT OF REPORTS ON

CHARITABLE CORPORATIONS

- - -

THE CITY AND TOWN INFIRMARIES

and

STATISTICS OF POOR RELIEF

G. Frank McDonald, Supervising Inspector of Infirmaries

Laws Relating to Infirmaries

(General Laws, Chapter 47; Tercentenary Edition)

For the information of boards of public welfare, superintendents of infirmaries and others concerned, certain laws relating to infirmaries are here summarized.

The Department of Public Welfare is required to visit annually all city and town infirmaries, and to include in its annual report a statement of their condition and management, with its suggestions and recommendations relative thereto. (General Laws, ch. 121, sect. 7.)

The superintendent of every infirmary must keep a register, in the form prescribed by the Department of Public Welfare, of the names of the persons received or committed, the cities or towns to which they belong, and the dates of their reception and discharge. (General Laws, ch. 47, sect. 8.)

Every inmate of an infirmary able to work shall be kept diligently employed in labor. If he is idle and does not perform such reasonable task as is assigned, or if he is stubborn and disorderly, he shall be punished according to the orders and regulations established by the directors. (General Laws, ch. 117, sects. 21 and 22. See also opinion of Attorney-General given to State Board of Charity, November 21, 1904.)

The only children who can be lawfully supported in a city or town infirmary for a period of more than two months are: (1) those whose physical condition is such as to make such action necessary or desirable; and (2) those who are under three years of age, with mothers who are infirmary inmates and suitable persons to aid in taking care of them.

(General Laws, ch.47, sect. 11.) In cases of failure of boards of public welfare to remove children illegally in infirmaries, the Department of Public Welfare is required to remove them and provide for them otherwise, at the expense of the city or town concerned. (General Laws, ch. 117, sects. 36 and 37.)

Provision is made that tramps and vagrants, if physically able, shall perform labor of some kind, and shall be lodged under conditions prescribed by the State Department of Public Health. (General Laws, ch. 117, sect. 20.)

The Department of Public Welfare is authorized to advise and assist local boards of public welfare in preparation of plans for infirmary buildings. (General Laws, ch. 121, sect. 38.)

Inspection of Infirmaries

There are in Massachusetts today 108 infirmaries which cared for 10,171 persons during the last municipal year. There has been no material change from the previous year. As required by law, every infirmary has been inspected by the department, most of them several times. Conferences have been held with various municipal officers, mayors of cities, and special committees, concerning matters of importance relative to the management and administration of infirmaries or for the discussion of improvements or new construction.

Infirmaries Closed

During the past municipal year four infirmaties - Easton, Hanson, Holliston, and Ipswich - have been closed and the inmates boarded in other infirmaries and private homes.

New Construction

Holyoke is contemplating the erection of a new infirmary which will include a hospital section. The present structure has outlived its usefulness and Mayor Toefert is determined to find ways and means to build a modern one.

Recommendations

The sweeping changes of the past few years, which are so rapidly modifying our methods of relief and dependency, have not greatly affected the infirmaries. Just what place this ancient institution is to occupy in our program of social and economic security is a question to which we have devoted little thought. With the setup now in the

Commonwealth for caring for the aged, for dependent children, the unemployed, and the hospitalization of the insane and feebleminded and other groups, it seems appropriate to see where, if at all, they fit into the picture.

Quite a few communities have declared that their infirmaries no longer have a function, that they have become largely institutions for the indigent aged who can be aided by the Old Age Assistance Law. It is also claimed that they have become too expensive to operate. Therefore, the time seems to be particularly ripe for careful study and evaluation of the infirmaries.

The Old Age Assistance Law has had very little effect on reducing the number of persons being supported in infirmaries. In the Lowell Infirmary during 1940 there were 578 persons supported, and out of this number only two were granted old age assistance. This is typical. Our observation has impressed us that the old age assistance program cannot be expected to do away with infirmaries.

Consideration must be given to the fact that fully 90% of the inmates in an infirmary today represent cases where institutional care is essentiall best for them. It is true that they have becomes home for the aged, and as would be expected with most of the inmates suffering from ills incident to old age, adequate nursing care is essential. While the larger infirmaries do supply adequate nursing care, the smaller ones, on the other hand, provide none. Infirmaries without skilled nursing care should either hospitalize or board their chronic or incurable inmates in infirmaries that have this facility.

Per capita costs in a great many small infirmaries are excessive. This is due mainly to the small number of inmates. Not only is the cost of maintaining a small infirmary high, but the degree of care provided for the inmates can be criticised adversely. It can be summed up in the

statement that the small infirmary probably provides the poorest kind of care at the highest cost. In the central part of the Commonwealth a small infirmary has a per capita cost of $20.00 weekly, and the conditions in it are deplorable. There can be no justification for the continuance of this infirmary.

When an infirmary reduces the number of its inmates to the point where maintenance costs are disproportionate, it would appear to be sound policy to consider joint ownership with surrounding towns having the same problem and to maintain a central infirmary. Permissive law for this arrangement is contained in chapter 47, section 5, of the General Laws. A splendid example of this is the Charlton Associates. Our infirmaries are fulfilling a needed function in our social program, and no substitute has as yet been found for them. They represent the principle of local responsibility for the care of its indigent poor, but sound judgment must be used in devising other means of caring for them when it is apparent that custodial care is best for them and for the community. Accepted as necessary, they should be combined where practicable and improved with every facility for the humane care of the aged.

Improvements

Adams, main building rewired and new fixtures, new toilets with tiled floors, and interior redecorated. Amesbury, new heating plant. Andover, barn reshingled, new linoleum in kitchen. Athol, painting. Barre, new water system, roofs repaired. Billerica, electrical work, new plumbing. Boston, new dormitory. Concord, barn painted. Easthampton, buildings reroofed and painted, new garage. Fairhaven, heating plant overhauled. Fall River, interior redecorated, two new refrigerators, rebuilt two summer houses. Fitchburg, new kitchen. Greenfield, interior redecorated.

Haverhill, general repairs. Leominster, redecorated throughout. Lowell, new floors in hospital, interior of hospital redecorated. Lynn, interior redecorated. Manchester, general repairs. Mansfield, new mattresses, interior redecorated. Marblehead, new oil burner, new cement walks. Milford, new water system. Monson, redecorating interior. Nantucket, general repairs. Newburyport, heating plant overhauled. North Andover, general repairs. North Brookfield, new heating plant. Pembroke, new washing machine. Pittsfield, plumbing and heating systems overhauled. Plymouth, interior redecorated. Quincy, new beds. Salem, redecorating interior. Spencer, painting, new ceilings. Springfield, painting of floors and walls in hospital, new greenhouses for starting plants, painting of exterior of all buildings, electric plant overhauled, repaving of roads, furniture and beds painted. Stoneham, new pair of horses, three bathrooms tiled. Sturbridge, new heating plant, interior redecorated. Taunton, general repairs. Upton, house reshingled. Uxbridge, exterior redecorated. Wakefield, new refrigerator, new boiler, new dormitory, laundry, smoking room, and interior redecorated. Waltham, root cellar, new plumbing. Watertown, general repairs. Westboro, new bathroom. Westport, reroofing, new refrigerator, new steam pipes and radiators installed throughout. Winchendon, new heatingboiler, new room on infirmary. Woburn, new fire alarm system, interior redecorated, new fire-escape. Worcester, improvements of major nature too numerous to mention. Charlton Associates, new root storehouse,new refrigerator.

Infirmary Visitors

The infirmary visitors are local residents giving their services under the Commissioner's appointment. Those in office now are: Adams, Mrs. H. E. Davis; Andover, Mrs. Frank. L. Brigham; Boston, Miss Therese M. Lally; Easthampton, Mrs. M. J. O'Neill; Fall River, Mrs. Joseph F. Sarre;

Fitchburg, Mrs. Elizabeth Crocker and Mrs. T. R. Shea; Greenfield, Mrs. Henry F. Nash; Holyoke, Mrs. Catherine A. Lovejoy and Mrs. Ellen Woolfson; Manchester, Mrs. Grace L. Porter; Marlboro, Mrs. L. H. Tourtellotte; Monson, Mrs. Ruby Blodgett; Montague, Mrs. Richard R. Lyman; Nantucket, Miss Mildred H. Brooks; Newburyport, Mrs. Frederick Tigh; North Adams, Mrs. Lida A. Kimball and Miss Ione Northrup; North Attleboro, Mrs. Henrietta W. Livingston; Northampton, Miss Clara C. Allen; Pittsfield, Miss Frances D. Robbins; Somerville, Mrs. Marguerite E. Kauler; Springfield, Mrs. Laura H. Congdon and Mrs. Katherine R. Hatch; Townsend, Mrs. James H. Bennett; Waltham, Mrs. Anna Fogg; Ware, Mr. John R. Campion; Warren, Mrs. Edna Beland.

SEE CHART IN COMMISSIONER'S OFFICE

TABULATED INFORMATION RELATING TO INFIRMARIES

STATISTICS OF POOR RELIEF

Numbers Relieved

The following information covers public relief whether rendered in institutions or outside, and aid rendered by all public agencies, whether State or local. The total number of persons aided appears in Table I, alone. The remaining tables analyze by age, sex and nativity, the number of persons on General Relief only, omitting those aided by reason of unemployment, and the tabulations are concluded by figures for cost of all relief.

Table I shows the number supported or relieved by the cities and towns during the year beginning April 1, 1939, and ending March 31, 1940. All persons are included, regardless of settlement. The total number receiving aid in any form, exclusive of vagrants and wayfarers was 617,752. Of this number, 387,489 were aided on account of unemployment, mostly in their own homes. The remainder, 230,263, were aided as follows:-- 20,499 in institutions, and 209,764 outside, either in private families or in their own homes. Of the persons aided in institutions, 8,935 were relieved in the various city and town infirmaries, leaving 11,564 who were cared for in other institutions. It should be noted that certain cities which have city hospitals have not reported persons aided therein under "poor relief." Of the outside aid, 7,147 cases were aided in private families other than their own, while 58,069 were reported as having been aided in their own homes. This last figure comprises practically all city and town aid usually known as local public out-door relief, except 47,118 Aid to Dependent Children recipients and 97,430 Old Age Assistance recipients.

Table II supplies the data for persons aided or relieved by the Commonwealth. In addition to aid rendered directly by the Commonwealth,

this table includes cases in which the relief has been rendered by the several cities and towns in the first instance and those cities and towns have been reimbursed by the Commonwealth.

Table III shows the movement of the population in the dependent group during the year. (See foot note.) As previously explained, it should be remembered that persons aided by reason of unemployment and Aid to Dependent Children and Old Age Assistance cases are excluded from this table and the following tables. The persons who passed out of care during the year number 33,655. Those in this total released by death number 2,120 and 31,535 persons were transferred. At the close of the year, therefore, the Commonwealth had 52,060 persons remaining in this group.

Table IV begins classification of the number of these persons by color, nativity and sex. Of the 85,715 persons so aided, 42,779 were males and 42,936 females. The native-born whites--33,405, number more than three times the foreign born of the white races.

Table V gives a further analysis of the native-born persons aided during the year classified by parent nativity. The parents of 25,701 were both native; 17,494 were children of foreign-born parents; 12,449 were parents one of whom was foreign-born or unknown; while the nativity of parents in 4,460 cases remained unascertained. It appears, therefore, that of the 85,715 persons receiving this aid during the year, there were at least 42,373 who were either foreign-born or were of the first generation in our citizenship.

By Table VI it appears that of the 85,715 persons analyzed, 4,534 were under five; 19,452 were under fifteen; 27,432 were under twenty; 35,743 were between twenty and sixty; and 21,410 were over that age. The ages of 1,080 were unknown.

Among the poor persons relieved there is always a considerable

number of mental defectives who for one reason or another have not been committed and are therefore not cared for in the special institutions such as the mental hospitals maintained for that purpose. In regard to this class it is to be noted further that since no court has passed upon their mental condition, their classification is made here because, in the opinion of the respective authorities making the returns, there is no doubt of their defect. Table VII affords a classification into three groups, according to the nature of the defect, and a division by sex. The total number thus cared for was 197, namely 92 males and 105 females. One hundred sixty-six (166) of these cases were relieved by cities and towns; the remaining 31, having no settlement, were aided at the expense of the Commonwealth. Fifty-eight (58) of the whole number were classed as "insane" mostly the senile and mildly insane to be found in the infirmaries. This total includes 21 males and 37 females. One hundred five (105) were called "idiotic", namely 50 males and 55 females. The epileptics totaled 34, of whom 21 were males and 13 females.

Table VIII calls attention more pointedly to the sex and nature of discharge from relief of those persons who passed out of aid during the year. Of the 33,655 cases so dismissed, 17,864 were males and 15,791 were females. Those released to the care of relatives or friends numbered 8,837; transferred to other institutions 1,761, and discharged without relatives or friends or other authorities agreeing to look after them, 20,937. The great majority in this last group were persons assisted through illness, after which they became self-supporting again.

As appears from Table IX the foreign born who were receiving public relief during the year number 24,379. Canada furnishes 7,737 of this number; England and Wales, 1,399; Germany, 256; Ireland, 4,107; Italy, 3,520; Russia and Poland, 2,696; Scandinavia, 693; Scotland, 418; and all other countries, 4,053.

Table X shows the percentage of the various classes to the whole number. Thus, of the 85,715 persons analyzed, 72.7 per cent were settled cases and 27.3 per cent were unsettled. As to the place in which relief was given, 23.91 per cent of the total were aided in institutions, namely 10.42 per cent in infirmaries, 5.77 per cent in state institutions and 7.72 per cent in other institutions, mostly under private management. Outdoor relief, designated as aid "outside," was given in 76.09 per cent of all the cases. Most of these, namely, 67.75 per cent, were relieved in their own homes. Aid was given in private families other than the recipient's own--mostly boarded cases--in 8.34 per cent instances. Percentages of age show that 33.67 per cent were minors, 40.09 per cent were between the ages of twenty-one and sixty, and 24.98 per cent were sixty or over. The ages of 1.26 per cent were unknown. Sexes differ slightly, males rating 49.91 per cent and females 50.09 per cent. The number of colored persons was very small, totaling only 2.70 per cent.

By reason of excellent supervision in the care of defectives, the percentage of those mentally deficient persons still cared for as poor relief cases is exceedingly small, and tends always to decrease. The mental condition of all the cases analyzed shows that 99.77 per cent were sane, .07 per cent were insane, .12 per cent were idiotic and .04 per cent were epileptic.

It is of further interest to view at a glance the numerical relation to the whole population of the persons relieved at public expense as analyzed in Table XI, which exhibits the number of each class in every thousand of the population of the Commonwealth on a basis of the census of 1940. Thus it is shown that in each thousand of the population there were 143.1 indigent persons relieved at public expense. The number analyzed--i.e., General Relief cases, excluding persons aided because of

unemployment, were 19.86 in a thousand. Of these, 9.91 were males and 9.95 were females. The native born numbered 13.92 in the thousand; foreign born, 5.77; native born of foreign parentage, 4.05; and those of unknown nativity, .17. The proportion of vagrants reported was 5.70 in the thousand.

Cost of Poor Relief

The funds expended by the cities and towns for all poor relief within the fiscal year are shown in Table XII. The aggregate is classified as "ordinary" or maintenance, and "extraordinary" or special. Together with the ordinary outlays are shown the receipts on account of maintenance, and the difference set out under "net ordinary expenditures." The ordinary outlay is classified as expenses in institutions and outside. The subdivision follows the classification in Table I regarding the nature and place of aid. The grand total in Table XII shows that an aggregate of $67,428,46[illegible].92 was laid out by the several cities and towns. Of this sum, $67,389,803.20 was ordinary outlay, or maintenance, an increase of $2,648,498.06 over last year; the remainder, or $38,661.72, was expended for sundry improvements at the city and town infirmaries. Of the money expended for maintenance, $2,449,134.14 was expended for infirmary care and $1,495,496.98 for relief in other institutions. Care in private families took $815,93[illegible].21 and relief in the recipients' own homes, i.e., outdoor poor relief, totaled $23,3[illegible],325.90. The sum of $28,659,588.6[illegible] was expended for Old Age Assistance, an increase of $3,33[illegible].[illegible] over 1939. The figure for outdoor relief shows a decrease of $1,894,647.8[illegible] over the previous year. The sum of $7,320,[illegible]56.14 was expended for Aid to Dependent Children. This expenditure shows an increase of $1,292,0[illegible]6.50. The cost of administration, including salary and office expenses of the local public welfare boards, came to $2,820,769.23. The total receipts on account of ordinary

expenditures were $33,254,061.18—classified as receipts on account of infirmaries, $205,412.99 and all other, $33,048,648.19. Subtracting receipts leaves $34,135,742.02 as the net ordinary outlay.

In Table XIII the analysis shown for cities and towns by Table XII is carried out for cases aided out of the State funds. Of the 23,829,400.23 expended for this purpose, $23,821,333.79 was on account of ordinary expenditures, laid out as follows: at the State Infirmary, $832,798.28, at the State Farm, $596.38, at the Massachusetts Hospital School, $146,977.04 and all other expenditures outside of institutions, $22,840,962.09. Extraordinary expenditures totaled $8,066.44, all expended for special improvements at the several institutions just enumerated. Inasmuch as it is impossible to trace institution expenditures to the separate individuals receiving the aid, the figures set out under the State tables of cost are arrived at by taking from the net cost of maintenance that proportion which the average number relieved in the institution bears to the average inmate population of the institution.

In Table XIV State and local outlays are added, showing that of the $57,258,042.12 expended for public poor relief, $57,211,313.96 was for ordinary outlays, of which $3,874,353.57 went for institutional relief and $50,516,191.16 was for relief outside. The total of extraordinary expenditures was $46,728.16.

SEE CHARTS IN COMMISSIONER'S OFFICE

Number of Poor Persons Supported or Relieved during the Year ending March 31, 1940

Cost to Cities and Towns of Supporting and Relieving Poor Persons in Institutions, in Private Families, and in their Own Homes. (In most cases the reports are for the fiscal year ending Dec. 31, 1939)

Massachusetts. Dept. of Public
Welfare.
Annual report. 1941.

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THE COMMONWEALTH OF MASSACHUSETTS

DEPARTMENT OF PUBLIC WELFARE

Arthur G. Rotch, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-second Annual Report of the Department of Public Welfare, covering the year from December 1, 1940, to November 30, 1941, is herewith respectfully presented.

Members of the Advisory Board of the Department of Public Welfare

Date of Original Appointment	Name	Residence	Date of Expiration
12/1/35	Mary N. Roberts	Newton	Jan. 31, 1942
12/1/38	Marjorie R. Stoneman	Brookline	Dec. 1, 1941
12/1/36	Frederick P. Schmid	Boston	Jan. 31, 1943
6/26/40	Walter H. Shales	Worcester	Jan. 31, 1943
11/1/39	David W. Armstrong	Worcester	Jan. 31, 1944
1/10/40	Robert Cutler	Boston	Jan. 31, 1944

COMMISSIONER'S REPORT

FOR THE YEAR ENDING NOVEMBER, 1941

The year 1941 was a very active year for the Department of Public Welfare, but from one point of view it was one of the saddest years that the Department has known for a long time because it marked the death of Mr. Frank W. Goodhue, who for forty-one years had served the Department so well and since 1920 was the Director of the Division of Aid and Relief. Mr. Goodhue died on March 6, 1941 and his loss was mourned by everybody in the Department of Public Welfare as well as by hosts of friends in the local boards of public welfare with whom he had had such close contact for so many years. He was known throughout the nation in public welfare matters and had served with important committees in connection with the American Public Welfare Association. I think it can be said for every Commissioner that he served under that he was a great source of strength and his wise counsel kept the Department always on an even keel.

I appointed Mr. Bollo A.Barnes to succeed Mr. Goodhue as Director of the Division of Aid and Relief and his appointment was confirmed by the Governor and Council and he assumed his duties on March 24, 1941. Although a young man, his experience as Agent of the local Board of Public Welfare in Hingham gave him a fine understanding and we all look forward to many years of valuable and useful service in our field.

There was a long and active Legislative session in 1941 and the Department had many important bills among which was the revision of the old age assistance law which created two minimums--a minimum of $30 for individuals living in a family group and $40 for those living alone. It was mentioned in the 1940 report that a bill would be submitted to the Legislature to

validate the merit system set up by the Commissioner and placing all the local city and town employees connected with old age assistance and aid to dependent children under the Civil Service laws. Shortly after this an action was brought against the Commissioner and the Director of Civil Service that in effect said that the establishment of the merit system was beyond the rule-making authority of the Department. The case was heard before a master, then a judge of the Superior Court, and finally it went to the Supreme Court. The decision of the Supreme Court stated that the Commissioner undoubtedly exceeded his powers in establishing the merit system, but in view of the fact that the Legislature had validated the Act, the individuals concerned were under Civil Service and therefore there was no further action that could be taken.

The year witnessed the appointment from Civil Service lists of the Chief Supervisor of Social Service and seven Public Welfare District Supervisors which finally completed the reorganization as planned by Mr. Armstrong in 1939.

Another important act passed by the Legislature was the authorization for the Commissioner to make a contract with the Federal Government to handle Surplus Commodities formerly administered under the W. P. A. and the organization of the stamp plan on a rather wide basis in the state. This plan met with great favor and gave to the people a feeling of self-reliance in that they could go to the stores and buy through the regular channels of trade rather than to stand in line to receive the direct distribution of commodities.

The year 1941 again marked a very definite downward trend in the number of people on General Relief in the state. At the beginning of the year there were 52,753 on General Relief rolls and in December, there were 35,552. The total money spent for General Relief was $12,625,324 as compared to $20,184,201 in 1940. This downward trend reflected the activity because of the war.

Old Age Assistance increased very slightly in the number and in the amount

of money spent. This was also true of Aid to Dependent Children. Due to the continued fine cooperation of the cities and towns and their relationship with the State Department, the quality of the administration and the standards continued to improve during this last year.

Again the Commissioner wishes to thank every person connected with and interested in public welfare for his fine cooperation.

DIVISION OF AID AND RELIEF

Rollo A. Barnes, Director

The Division of Aid and Relief includes four subdivisions:

Subdivision of Settlements, Subdivision of Supervisory Service, Subdivision of Social Service to Tewksbury, Subdivision of Appeals.

The reports of the supervisors of these subdivisions are herewith submitted.

- - -

The Division suffered a tremendous loss in the passing of Mr. Frank W. Goodhue, its Director since its creation in 1919 and previously Superintendent of State Adult Poor from 1912. His devotion to duty, his loyalty, his integrity, and his great personal contribution to the Division throughout his many years' service are too well known to need comment.

The Division, as reorganized in 1939, consists of the Subdivision of Supervisory Service, the Subdivision of Settlements, Subdivision of Appeals, and the Subdivision of Social Service to the Tewksbury State Hospital and Infirmary. Reports of these subdivisions are herewith submitted.

In submitting the report of the Division, grateful acknowledgment is given to Miss Flora E. Burton who served as Acting Chief Supervisor of the Subdivision of Supervisory Service for two years, returning to her regular position of Supervisor of the Subdivision of Social Service to the Tewksbury State Hospital and Infirmary in September, 1941. Miss Burton has aided tremendously in establishing a Supervisory Service through the seven District Offices in Springfield, Worcester, Lawrence, Medford, Brockton, New Bedford, and Boston by her inspiring leadership and her sound guidance through the numerous problems of establishing this new service.

The Division is glad to welcome Albert E. Howell as the permanent appointee from the Civil Service register. He comes to us with an unusual background of experience and training which will be a valuable asset to the Division.

During the past year the clothing committee completed its study of clothing standards and costs. The results provide a standard on which we can rely with great confidence as a basis for recommended aid and for state reimbursement.

Further study is also being given to standards of assistance to provide an accurate method of measuring need with due regard to individual requirements and resources necessary for maintenance of health and well-being at minimum cost.

During the year the Manual of Laws, Rules, Policies and Procedures for the Administration of Public Assistance, issued for the guidance of local Boards of Public Welfare, has been supplemented and brought up to date. Such Manual material must be thus continually revised and supplemented if it is to remain correct and achieve its greatest usefulness.

A committee of the staff completed a study of case recording during the year and prepared a recommended outline for use in this highly important task. These outlines have been made available to local Boards of Public Welfare.

The Social Security Board completed its first annual administrative review and rendered its report to the Department. This service is an analysis of the state-wide operation of the Old Age Assistance and Aid to Dependent Children programs secured through the study by a special field staff of local and state records of actual cases aided or rejected, supplemented by careful examination of state and local procedures through which this aid is administered. Such a service is important to the Social Security Board as assurance that the provisions of the state plan are actually in effect. It is also an invaluable aid to the state and local departments in appraising the program and seeking the highest practicable standards of administration.

The Division has also had in use a case-review conducted by its own area visitors which provides in graphic form the strengths and weaknesses in local handling of cases. The findings supplement and validate those of the federal administrative review.

The results of these reviews show much already accomplished, much yet to be done, both by employees of this Division and by local Boards of Public Welfare. Substantially it may be said that proof of eligibility in respect to age, residence, citizenship, ownership of property, real and personal, is satisfactorily established. Fiscal controls are also properly maintained. Throughout the state there is evidence of constant improvement in these respects.

Other findings indicate:

1. The need of safeguarding the right to apply and the right of appeal in Old Age Assistance and Aid to Dependent Children.

2. The need for more thoughtful investigation both before aid is granted and on a continuing basis.

3. The necessity of better records of such investigations and reinvestigations.

In view of the state's responsibility to the Social Security Board to insure continuing grants for Aid to Dependent Children and Old Age Assistance, which now amount to approximately seventeen million per year, and under the amendments to the state laws this year, it is similarly evident that more specific standards must be adopted by the Department in supervising the administration of these programs.

The Division has now had the services of the three consultants for a full year and is thus able to work out sound standards in their respective fields; two in medical care, and one in standards of assistance. The work in the latter field included not only clothing standards previously referred to, but also the issuance each six months of current budget figures. Consultation on individual cases present difficult problems has been available and speaking engagements have been filled.

In the field of medical care the consultants have secured the valuable assistance of professional advisory committees, including physicians, dentists, hospital administrators, druggists, nurses, and medical social workers. An interdepartmental council of state departments interested in health and welfare was also initiated. Considerable progress has been made in studying the manifold problems of medical care, in relating all available resources to the existing needs and assisting in providing for all reasonable needs at minimum cost.

As the year closes the Division faces a number of problems which will demand the best efforts of all concerned to meet them satisfactorily. It is believed, however, that substantial progress is being made toward the end that all individuals in the state who lack the necessities of life may be assured of assistance sufficient to relieve want and that public funds will be judiciously used in carrying out this accepted responsibility of government.

SUBDIVISION OF SETTLEMENTS

Fred J. Rice, Supervisor

The subdivision of settlements investigates the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, State Farm (Infirmary Department), StateSanatoria, and the Massachusetts Hospital School, and generally supervises the settlement work of the division. There was one person remaining in the Infirmary Department of the State Farm on November 30, 1941.

The facilities of the Infirmary Department are no longer available for the admission of dependent persons from cities and towns.

The following table is a summary of the work done during the year in the examination and investigation of settlements of inmates of the State Institutions:

Institutions	Examinations	Orders Issued	Settlements Found	No Settlement	Orders withdrawn	Total Cases Returned
State Infirmary	2341	642	531	242	152	925
State Farm	13	12	2	11	0	13
Lakeville State Sanatorium	264	208	196	14	0	210
No. Reading State Sanatorium	111	101	98	9	0	107
Rutland State Sanatorium	216	82	66	51	0	117
Westfield State Sanatorium	176	159	166	10	0	176
Massachusetts Hospital School	8	8	6	2	0	8
Total	3129	1212	1065	339	152	1556

Cases pending November 30, 1941 - 388

ANNUAL REPORT

December 1, 1940 to November 30, 1941

A U D I T

	Bills	Claim	Allowance	Deduction
SICK STATE POOR	9,605	$ 400,944.93	$ 312,579.55	$ 88,365.38
TEMPORARY AID & TRANS.	39,913	5,979,653.10	5,698,408.45*	281,244.65
DANGEROUS DISEASES	1,076	159,203.21	137,226.09	21,977.12
AID TO DEPENDENT CHILDREN	13,301	2,644,344.08	2,631,997.69	12,346.39
BURIALS	351	20,170.31	15,998.11	4,172.20
TOTALS-	64,246	$ 9,204,315.63	$ 8,796,209.89	$ 408,105.74
OLD AGE ASSISTANCE **	87,072	***	11,755,432.75	***
GRAND TOTALS-	151,318		$ 20,551,642.64	

*Includes $1,845.51 for transportation of dependent persons to the State Infirmary and $1,704.48 for all other transportation.

NOTE: Of the allowance for TEMPORARY AID $1,209,121.70 was in payment of claims for years prior to 1939/40.

** Average case load.
***Disallowances and adjustments are made on relief rolls from month to month.

REMOVALS

The department is charged with the duty of removing sane poor persons to cities and towns within the Commonwealth, or, when not belonging in Massachusetts, to the state or place where they belong. The following table shows the removals made during the year:

	1939	1940	1941
To other countries	12	3	1
To other states	205	251	192
To towns of residence	1493	1245	1306
	1710	1499	1499

SUPERVISION OF WAYFARERS LODGES AND CHEAP LODGING HOUSES

There is but one municipal lodging house in the Commonwealth known as a Wayfarers' Lodge, and this is maintained by the City of Boston.

It has a capacity for 174 men. No women are lodged.

In the charitable and commercial lodging houses, the conditions have satisfactorily been improved.

ANNUAL REPORT OF THE SUB-DIVISION OF SOCIAL SERVICE

Where do all the patients come from and why do they come are the questions most frequently asked by visitors to Tewksbury. They are the indigent sick without legal residence. They come from many faraway lands, but the majority were born in this country, and many have lived in Massachusetts for years. They are predominantly the unskilled workers who have earned small or irregular wages and never enough to save for illness. They are without family ties, usually unmarried, with no one responsible for their care; homeless and friendless when age or illness comes. Itinerant, in that without homes, they were free to travel to wherever there was work; a few have sons and daughters whose homes are unsuitable for them, or their medical care too exacting for the home. They have been working on our farms, on the roads, in our subways, in our kitchens, restaurants, hotels and laundries. They have done the hard work for little pay. They have had little education, seldom beyond the sixth grade, because they came from meagre homes in this country or across the seas, where they were obliged to go to work as children to increase the family income. They had no opportunities for high school or trade training which might have increased their economic status and personal satisfaction; their physical strength frequently was sapped in their adolescence; the energy and ambition, which comes in early manhood, died almost before it was born. Shiftlessness, which some might call it, may have come from early physical inertia, due to lack of proper food, rest, recreation, and thwarted frustrated ambitions.

Where do patients go from here. Upon the recommendation of the physicians, the social service workers arrange for the discharges of patients who go to work which may have been found for them, to find their own work, or they may receive old age assistance or general relief, for which application has been made. They may go to relatives who have agreed

to assume responsibility at least temporarily, or to other institutions, mental hospitals, State or County sanatoria, to other hospitals for specialized treatment, and sometimes to the District Courts for probation or incarceration. Some abscond or leave against advice. Many remain indefinitely because of terminal and chronic illness.

On December 1, 1940, there were 2331 in the hospital wards and 423 in the mental wards, a total of 2370, 325 less than last year. The men, 1881 as always far outnumbered the women patients, 304; the children under 15 numbered 89 and those between 15-21 numbered 33. The monthly admissions in the winter of 1940-1941 covering December to March, always the heaviest months, averaged 199, which shows a decrease compared with the same months in previous years. The rise and fall of the admissions of men have always indicated employment conditions. The admission of men is 10 or more to every one woman, but the men come for short periods of illness and recuperation, whereas women stay much longer due to chronic disease; in the constant population, exclusive of the insane and minors, there are 6 men to every one woman at this date. There were 1186 readmissions.

The patients in the mental ward never increase, 65 men and 358 women, as there are no new commitments; a gradual decrease comes through death, 15 this year. Eventually it is planned that they will be absorbed by by the State mental hospitals.

CHRONIC SICK

The buildings now occupied by the insane could be improved for the adequate and extended care of the chronic sick for which there are very few resources in the State. The congestion of apartment house living and the cost of long time chronic illness has made impossible the care of the invalid in the home. To meet this need which eventually must become a public social service, more than 600 commercial nursing and convalescent homes have sprung up throughout the State, for which there havebeen no approved standard.

of care as yet established. The inspection for license for homes boarding the aged persons over 65 years old, is an inspection which seeks only to prevent fire hazards and overcrowding. Tewksbury State Hospital is far more suitable than these nursing homes, with its good medical service and pleasant wards, a service which might be offered at $9.00 a week (the per capita cost) for those who can afford to pay for care, and free to all who cannot pay regardless of legal settlement.

MEN

The male hospital for men is always crowded with the chronic sick, the acutely ill of the chronic sick, acutely ill of new admissions, convalescence from surgical operations, etc. With the extended use of the John H. Nichols Building for the ambulatory sick, two wards in the men's pavilion have been freed for convalescence, thus reducing the overcrowding in the winter months. Some beds, 15 to 20 per cent of the total beds, must always be kept vacant for the emergency, acute illness and for the segregation and treatment of infectious diseases. The Bancroft Building has had on the average of 100-120 men ill with tuberculosis, the great majority of them fatally ill, but a few recover sufficiently to be discharged to the community.

As the men become able to return to the community or they become eligible for old age assistance, the social workers find lodgings or work for some, for others they arrange for application to the local boards of public welfare for public assistance. Frequently the old age assistance application is taken in the Infirmary so that when the applicants are discharged their assistance payment is waiting for them at the local Bureau of Old Age Assistance. Many who are without families and funds and too old to seek new jobs, will remain for shelter until the magic day of 65 years arrives, when they are discharged. Others remain, preferring group living and sociability of the institution. It is regrettable that public assistance under General Relief is not sufficiently adequate to provide a decent

standard of care for those who are not citizens, a discrimination which should be corrected by law or adequate assistance made mandatory. When men with arrested tuberculosis are ready for discharge and are homeless, the social worker arranges for part-time or suitable work frequently supplementing a small wage with public assistance.

Total admissions 2014. Total discharges 1939 (712 absconded). Deaths 290.

Service to Men

Social Service Cases:	Intensive cases	512
	Short service cases	559
	Miscellaneous services to patients in hospital wards	3000
	Men receiving service in the community	458

WOMEN

The women, excluding the maternity ward, are sick and need long time care, very few come because of temporary or slight illnesses. Women more frequently retain family ties, or find shelter, than men, but as they grow more feeble, they are likely to give up public assistance, needing more medical care than they can obtain in the community. The women's hospital is well filled but not overcrowded and the women's house for the ambulatory sick is less than half full.

Women with personality difficulties or physical deformities are frequently admitted because the family or the community can no longer endure their eccentricities. Improved health and the services of the social worker makes possible rehabilitation in a new environment.

Syphilis and gonorrhea has been a low incidence among the younger women. Frequently, however, an old infection resulting in complete incapacity needs terminal care.

The maternity service, although there is no restriction, has become largely one for the unmarried mother who avails herself of public infirmary care as she is usually without funds and may be admitted early in pregnancy. 152 were admitted for confinement - 87 births and 41 waiting. The social situation both before and after confinement lengthens the time within the

institution into several months. 84 women came for maternity care, 26 of whom were under 21 and of this number 17 were wards of the Industrial School for Girls. The social service involved in the problem of the unmarried mother extends over many months of careful investigation and planning for rehabilitation and then long time supervision until the mother has stabilized herself and the child has been established either in the foster home or with the mother. The supervision and follow-up in the community is the test of the social plan and the understanding of the social worker. Some girls and women continue to need service for years and it is generously and patiently given, and to some who will never be able to be self-sustaining; others soon find work or friends who give them needed protection and encouragement.

Total admission of women 402. Total admission of minors 230.

Total discharges 175. Deaths 76.

Service to Women

Women receiving social service at the State Infirmary	
Monthly average for the year	265
Persons in the community receiving social service	
Monthly average for the year	131
Visits to clients	1343
New wage homes investigated and approved	47
Replacements	116
Visits of investigation	417

CHILDREN

The children, a monthly average of 158, are in the hospital for three reasons: 1. New born infants whose mothers have been recently confined, are convalescent, receiving medical treatment, or awaiting a suitable rehabilitation in the community, will leave the institution as soon as their mothers are ready for discharge. They go with their mothers, if no relatives are available, and suitable work can be found for the mother with her baby, otherwise, they are placed in foster homes of the Division of Child Guardianship. 2. Certain children, 56 on December 1, 1941, with incurable disease, such as hydrocephalus 17, spina bifida 5, and

malformations 39, which make it impossible for the parents to care for such pitiful little ones in their own homes, remain until death releases them.

The demand for the care of this type of child has increased so rapidly that a waiting list for admissions has been established as the wards set aside for these children have been filled to capacity. 61 were admitted this last year, 6 died and none were discharged.

3. The children, 49 on December 1, 1941, who are wards of the Division of Child Guardianship and unplaceable in foster homes because of their mental deficiencies, are awaiting transfer to the State schools for the feebleminded whenever there are vacancies.

With the many resources for medical care and treatment and for the foster home placement of children throughout the State, and because the hospital is so largely for adults and the chronic sick, it has been the policy to limit the admission of mentally normal children to the few who need long time care for chronic disease and for whom there is no other hospital available.

Births 87. Admissions 230. Discharges 192. Deaths 14.

SUPERVISION AND PLACEMENT

The supervision and after care of patients, when they return to community living continues to be an important function. Medical follow-up with visits to the local hospitals and clinics are necessary to complete the medical recommendation and treatment of many discharged patients. The rehabilitation of persons with health or social handicaps presents many problems which need assistance and advice.

Persons given supervision and assistance in the community	
Men	458
Women	200
50 Savings Accounts for clients amounting to	$7869.26
Money collected for support of children born out of wedlock	$3098.12
Number of bank accounts for children born out of wedlock	79

Money paid out for support of children born out of wedlock		$4619.55
Balance on hand for children born out of wedlock	Nov. 30, 1941	$9070.46

TRANSPORTATION

Transportation applications received at office- - - - - - - - - -		87
Transportation given	63	
Transportation secured elsewhere	10	
Transportation not accepted	8	
No settlement in alleged place of residence	6	
	87	
Referred by:		
E. P. W.	19	
O. P. W.	17	
Private agencies	10	
Correctional agencies	6	
Travellers' Aid Society	22	
Self	13	
	87	

STUDENTS IN TRAINING

Three students from the Boston College School of Social Work have had their field service in the Division. The two young men were concerned with the problems of homeless men at Tewksbury and the young woman was particularly interested in the unmarried mother problem.

ACKNOWLEDGMENTS

The Sub-Division wishes to express its appreciation to the Commissioner and Director for their interest and cooperation in the social service work at Tewksbury State Hospital. The Supervisor, who has been serving only part-time in the Division due to other services in the public assistance program, wishes to express her appreciation to the staff which has carried on so loyally and so efficiently for two years, accepting the responsibility for the work which has meant overwork and much overtime for each individual staff member.

ANNUAL REPORT from December 1, 1940 to November 30, 1941

SUBDIVISION OF APPEALS

Louis R. Lipp, Supervisor

OLD AGE ASSISTANCE APPEALS
Chap. 481, Acts of 1939

The number of appeals pending December 1, 1940			332
Appeals received from December 1, 1940 to November 30, 1941			2455
		Total	2787

Appeals acted upon:

No action taken, aid granted by local bureaus	94		
Closed for various reasons	84		
Withdrawn	63		
Died	22		
Total		263	
Cases approved	651		
Cases denied	1482		
Total		2133	
Total appeals acted upon			2396
Total appeals pending, November 30, 1941			391

Cases investigated -- 1492
Hearings held -- 1635

Reasons for denial by Subdivision of Appeals from 12-1-40 to 11-30-41:

Present allotment sufficient	457
Children able to provide	415
Sufficient resources	220
Unsatisfactory explanation of expenditure of funds	56
Transfer of property (real and personal)	53
Lack of essentials	48
Insurance taken out within past 5 years	31
Ownership of property upon which not residing	31
Excessive personal property	28
Excessive insurance	24
Not in need	23
Not deserving	20
Husband able to provide	15
Retroactive payments denied	11
OAA taken under false pretenses	10
More than 60 days since official action by local bureau	7
Other reasons	33
TOTAL APPEALS DENIED 12-1-40 to 11-30-41	1482

APPEALS RECEIVED BY DISTRICTS:

District #1

Adams	10	Ludlow	7
Amherst	1	Monson	1
Ashfield	1	Montague	3
Bernardston	3	Monterey	1
Chester	1	North Adams	8
Chicopee	24	Northampton	22
Clarksburg	1	Orange	9
Colrain	1	Palmer	11
Conway	2	Pittsfield	36
Deerfield	2	Sheffield	1
East Longmeadow	5	Shelburne	2
Easthampton	1	South Hadley	5
Erving	2	Southampton	1
Gill	1	Springfield	125
Goshen	1	Tyringham	1
Granby	1	Wales	3
Great Barrington	2	Ware	1
Greenfield	20	Warwick	2
Hampden	1	West Springfield	19
Hatfield	4	Westfield	6
Hinsdale	1	Westhampton	1
Holyoke	28	Whately	2
Lee	3	Williamsburg	1
Lenox	1	Williamstown	4
Leyden	1	Worthington	1

Total appeals received from District #1 391

District #2

Acton	7	Northbridge	5
Athol	3	Oxford	3
Ayer	1	Pepperell	2
Bolton	1	Petersham	1
Charlton	2	Rutland	3
Clinton	5	Shrewsbury	1
Fitchburg	15	Shirley	4
Framingham	3	Southborough	1
Gardner	3	Southbridge	11
Grafton	4	Spencer	8
Hardwick	1	Sterling	3
Hudson	3	Stow	1
Lancaster	1	Sutton	2
Leicester	3	Templeton	2
Leominster	15	Warren	6
Littleton	3	Wayland	1
Lunenberg	2	Webster	2
Marlboro	6	West Boylston	1
Maynard	1	West Brookfield	3
Milford	9	Westborough	1
Millbury	1	Westford	3
Natick	10	Winchendon	9
North Brookfield	2	Worcester	92
Northboro	2		

Total appeals received from District #2 268

District #3

Amesbury	3	Lawrence	25
Andover	4	Lowell	48
Bedford	3	Methuen	3
Beverly	14	Middleton	2
Billerica	10	Newbury	1
Boxford	1	Newburyport	22
Burlington	4	North Andover	2
Chelmsford	2	North Reading	4
Danvers	2	Peabody	6
Dracut	2	Reading	11
Georgetown	2	Rowley	2
Gloucester	54	Rockport	3
Groveland	4	Salisbury	2
Hamilton	4	Tewksbury	3
Haverhill	81	West Newbury	3
Ipswich	4	Wilmington	14

Total appeals received from District #3 345

District #4

Arlington	34	Saugus	7
Belmont	2	Stoneham	7
Chelsea	21	Swampscott	1
Lexington	1	Wakefield	7
Lynn	68	Waltham	52
Malden	46	Watertown	7
Marblehead	3	Wellesley	4
Medford	24	Weston	4
Melrose	6	Winchester	7
Newton	37	Winthrop	26
Revere	28	Woburn	32
Salem	10		

Total appeals received from District #4 434

District #5

Abington	28	Medway	1
Attleboro	18	Middleborough	14
Avon	2	Milton	6
Bellingham	2	North Attleborough	8
Braintree	4	Norfolk	3
Bridgewater	3	Norton	4
Brockton	65	Norwell	4
Canton	2	Norwood	2
Dedham	6	Plymouth	7
Duxbury	2	Quincy	12
East Bridgewater	3	Randolph	4
Easton	3	Raynham	2
Foxboro	9	Rockland	4
Franklin	1	Scituate	9
Halifax	1	Sharon	1
Hanover	2	Stoughton	1
Hanson	2	Taunton	31
Hingham	1	Walpole	2
Holbrook	1	Westwood	3
Kingston	1	Weymouth	20
Marshfield	5	Whitman	14

Total appeals received from District #5 313

District #6

Acushnet	5	New Bedford	83
Barnstable	4	Oak Bluffs	1
Bourne	1	Provincetown	8
Chatham	2	Rochester	3
Dartmouth	20	Sandwich	5
Dennis	1	Seekonk	1
Dighton	3	Somerset	4
Fairhaven	1	Swansea	13
Fall River	84	Tisbury	1
Falmouth	2	Wareham	3
Harwich	1	Wellfleet	2
Lakeville	1	Westport	11
Marion	1	Yarmouth	4
Nantucket	2		

Total appeals received from District #6 267

District #7

Boston	251	Everett	16
Brookline	23	Somerville	46
Cambridge	101		

Total appeals received from District #7 437

ANNUAL REPORT from December 1, 1940 to November 30, 1941

SUBDIVISION OF APPEALS

Louis R. Lipp, Supervisor

AID TO DEPENDENT CHILDREN APPEALS
Chapter 248, Acts of 1939

The number appeals pending December 1, 1940	20
Appeals received from December 1, 1940 to November 30, 1941	162
Total	182

Appeals acted upon:

No action taken; aid granted by local boards	11
Closed for various reasons	4
Withdrawn	12
Approved	55
Denied	68
Total appeals acted upon ———	150
Total appeals pending 11-30-41 —	32

Appeals investigated — 87
Hearings held — 111

Reasons for denial by Subdivision of Appeals from 12-1-40 to 11-30-41:

Present allotment sufficient	23
Sufficient income	18
Do not meet qualifications of ADC law	10
Excessive insurance	3
No evidence husband incapacitated	1
Unsatisfactory explanation of expenditure of funds	2
Received ADC under false pretenses	1
Unable to carry out fully duties of "parent"	1
Unfitness of home	1
Unsatisfactory living conditions	1
Ownership of property upon which appellant does not reside	1
No desertion on part of husband	1
Lack of statistical evidence of 1st marriage	1
Not in need	1
Not living with children	1
Not acting as parent	1
Employed	1
TOTAL APPEALS DENIED 12-1-40 to 11-30-41	68

APPEALS RECEIVED BY DISTRICTS:

District #1

Adams	2	Greenfield	2
Amherst	1	Holyoke	2
Becket	1	Northampton	2
Chicopee	4	Palmer	1
Easthampton	1	Pittsfield	4
Erving	1	Springfield	1
		Westfield	2

Total appeals received from District #1 24

District #2

Boylston	1	Northborough	1
Fitchburg	3	Oxford	1
Hubbardston	1	West Boylston	1
Lunenburg	1	Worcester	7

Total appeals received from District #2 16

District #3

Gloucester	1	Newburyport	2
Haverhill	1	Rockport	2
Lawrence	4	Salem	2
Lowell	4	Wilmington	2

Total appeals received from District #3 18

District #4

Chelsea	3	Revere	4
Concord	2	Stoneham	1
Lexington	1	Swampscott	2
Lynn	3	Waltham	3
Malden	7	Woburn	2
Medford	1		

Total appeals received from District #4 29

(continued on next page)

District #5

Abington	2	Plymouth	2
Attleboro	4	Quincy	1
Avon	1	Rockland	1
Brockton	4	Scituate	2
Dedham	1	Sharon	1
Holbrook	1	Stoughton	1
Hull	1	Westwood	1
Middleborough	2	Taunton	2
Norfolk	2	Weymouth	2
North Attleboro	1	Whitman	1

Total appeals received from District #5 33

District #6

Dartmouth	5	New Bedford	3
Acushnet	2	Oak Bluffs	1
Barnstable	2	Provincetown	2
Eastham	1	Swansea	2
Mattapoisett	1	Wareham	1

Total appeals received from District #6 20

District #7

Boston	18	Everett	1
Cambridge	1	Somerville	2

Total appeals received from District #7 22

District #1	24
#2	16
#3	18
#4	29
#5	33
#6	20
#7	22

Total received - 162

BUREAU OF RESEARCH AND STATISTICS

The Bureau of Research and Statistics completed its fifth year at the end of 1941. The functions of the unit include collecting, compiling, analyzing and publishing statistics of the principle types of Relief which may be enumerated as follows:

1. Statistics of assistance and aid administered under the provisions of Titles I and IV of the Social Security Act: Title I -- Grants to States for Old Age Assistance, and Title IV -- Grants to States for Aid to Dependent Children. These Titles require that the State agency administering Old Age Assistance and Aid to Dependent Children shall make reports in such form and containing information as the Social Security Board may from time to time require, and shall comply with such provisions as said board may find necessary to assure the correctness and verification of the reports.
2. Statistics of General Relief administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare. This information is submitted by every city and town in the Commonwealth each month on prescribed forms and is combined by the Bureau into county and state totals.
3. Statistics of Soldiers' Relief granted under the laws of the Commonwealth and the regulations of the Department of State Aid and Pensions. Through the courtesy of the

Department of State Aid and Pensions, the Bureau was given the opportunity to collect data on the number of cases, the number of persons represented, and the amount expended monthly by each city and town.

4. Statistics of other types of aid and assistance administered by other state and federal agencies in furtherance of the policy to develop the Bureau as a clearing house for all kinds of statistical information relative to the entire Social Security program. Therefore, the Bureau has maintained tabulations of data secured from the following local agencies:--Department of Education, Division of the Blind; Federal Old Age Insurance; Unemployment Compensation Commission; and the Surplus Commodities Division of the Department of Public Welfare.

5. Statistics with respect to matters closely associated with relief. Tabulations are maintained by the Bureau on employment data compiled and published by the Department of Labor and Industries; the Index of Industrial Activity in Massachusetts compiled by the State Planning Board; the Cost of Living Index published by the Department of Labor and Industries, Commission on the Necessaries of Life; other miscellaneous statistical information which may be used in describing or analyzing the Relief situation. To all these cooperating agencies we here extend our acknowledgment for the permission granted us to republish their figures.

6. Statistics relative to the social phases of the various types of relief administered by the department, collected

on prescribed Social Data Cards.

The staff of the Bureau includes several different Civil Service Classifications. The two most numerous are Social Workers (field representatives) and the Senior Statistical Clerks. The Social Workers, each of whom represents the Bureau in an assigned area of the state, advise and assist the local boards and officials relative to maintaining welfare records, compiling regular or special reports and filling out Social Data Cards.

The Bureau is organized so that the compiling and tabulating work is apportioned by type of relief among several groups into which the staff is divided. Definite assignment of duties is made to each group which consists of the necessary number of workers required to perform the assignments and having the requisite qualifications.

In addition, to complete files of the various types of relief statistics for each city and town, the Bureau maintains up-to-date records for the several counties and for the Commonwealth as a whole. Data are published currently in a variety of forms; for example, for the individual cities and towns and in summaries.

In addition to the regular periodic reports submitted by the Bureau to Washington and used by the Department, there are frequent calls for special reports or tabulations which usually describe some particular phase of the relief situation in more detail than can be obtained from the regularly published reports of the Bureau. The growing number of such requests indicates not only the growing interest in the welfare problem from a statistical viewpoint, but, in a measure, evaluates the work of the Bureau as a public agency.

Such organizations as chambers of commerce, taxpayers' associations, private welfare units and universities frequently ask for data which the Bureau has available and such requests are always welcome.

The collection of figures on local Aid to Dependent Children administrative expenses during the year as a regular reporting procedure for which the Bureau made up reporting forms and instructions for use of the local boards. This information is collected regularly each quarter so that reimbursement to the state, cities and towns from federal funds for A.D.C. administration expenses will be forthcoming.

In conclusion, it may not be amiss to repeat what was expressed in the previous years' reports. As the work of the Bureau progresses it is anticipated that it will improve in quality, where the possibility of improvement exists, and that its scope will be progressively wider. It is planned as time goes on to give increased attention to the research phase of the work in which there are almost unlimited possibilities. Efficient and effective services to the Commissioner and the other policy making officials of the department, to the cities and towns and to all State agencies, public or private, are among our main objectives. The interchange of information among the various agencies concerned with the Social Security program has been and will continue to be encouraged by the Bureau.

Finally we wish to thank all the many cooperating individuals and agencies for their assistance during the year with the assurance that any facts or figures in our possession are always available to them.

AID TO DEPENDENT CHILDREN - 1941

1941	FAMILIES	CHILDREN	AMOUNT EXPENDED	MONTHLY PER FAMILY	AVERAGE PER CHILD
JANUARY	12617	31271	$742,711	$58.87	$23.75
FEBRUARY	12756	31565	750,020	58.80	23.76
MARCH	12804	31647	752,348	58.76	23.77
APRIL	12826	31662	743,162	57.94	23.47
MAY	12796	31594	721,347	56.37	22.83
JUNE	12691	31269	709,980	55.94	22.71
JULY	12582	30928	700,653	55.69	22.65
AUGUST	12439	30579	692,929	55.71	22.66
SEPTEMBER	12484	30668	692,748	55.49	22.59
OCTOBER	12359	30341	713,042	57.69	23.50
NOVEMBER	12313	30279	691,590	56.17	22.84
DECEMBER	12357	30321	723,417	58.54	23.86
TOTAL			8,633,947 (b)	57.17	23.20
AVERAGE	12,585 (a)	31010 (a)			

(a) Average monthly case load
(b) Total yearly expenditure

OLD AGE ASSISTANCE - 1941

1941	NUMBER OF CASES	AMOUNT EXPENDED	MONTHLY AVERAGE PER RECIPIENT
JANUARY	86 982	2 511 161	28.87
FEBRUARY	86 820	2 527 873	29.12
MARCH	87 143	2 537 951	29.12
APRIL	87 174	2 530 587	29.03
MAY	87 218	2 521 074	28.91
JUNE	87 067	2 516 044	28.90
JULY	87 046	2 514 381	28.89
AUGUST	87 212	2 519 966	28.89
SEPTEMBER	87 240	2 525 841	28.95
OCTOBER	87 440	2 565 293	29.34
NOVEMBER	87 536	2 555 575	29.19
DECEMBER	87 825	2 607 137	29.69
	87 225 (a)	30 432 883 (b)	29.07

(a) Average Monthly Case Load

(b) Total Yearly Expenditure

TABLE IV

GENERAL RELIEF--1941

1941	Number of families	Number of single residents	Total number of cases	Amount expended	Average per family	Average per sin.res.	Avera per ca
J	36 192	16 561	52 753	$1 456 943	31.07	20.06	27.62
F	33 534	16 324	49 858	1 292 826	29.51	18.58	25.93
M	32 181	16 047	48 228	1 296 207	30.58	19.45	26.88
A	29 204	15 931	45 135	1 181 676	30.08	19.02	26.18
M	25 707	15 214	40 921	1 008 568	28.27	18.52	24.65
J	19 128	17 604	36 732	868 801	29.14	17.69	23.65
J	20 432	16 834	37 266	909 284	28.50	19.42	24.40
A	20 079	16 741	36 820	890 152	28.72	18.72	24.18
S	18 546	16 979	35 505	877 867	30.40	18.50	24.73
O	18 019	17 108	35 127	936 983	32.57	20.46	26.67
N	17 318	16 927	34 245	868 004	31.08	19.48	25.35
D	18 329	17 023	35 352	1 038 013	36.63	21.53	29.36
Average	24 055	16 607	40 662	12 625 324(a)	30.55	19.29	25.87

Note: (a) Total for the year.

Boarding Homes for Aged Persons

G. Frank McDonald, Sup.

In Massachusetts today in 164 cities and towns there are operating 736 licensed Homes for the Aged. During the year 1941, 186 new applications were received, 166 licenses granted, 239 licenses renewed and 36 licenses cancelled.

The law providing for the licensing of these homes was enacted in 1939 when evidence was shown the Department of Public Welfare that abuses against the interests and well-being of the inmates of these homes was being practiced. The law provides that whoever maintains a home in which three or more persons over the age of sixty years and not members of his immediate family are provided with care shall be deemed to maintain a home for aged persons, and the Department of Public Welfare is delegated to issue licenses and to make, alter, and amend the rules and regulations for the government of such homes. These licenses are issued for a term of two years and may be revoked at any time by the Department for cause, and carries a penalty of $500. for the first offense and two years in jail for the second offense for failure to license. It further provides that any person proposing to enter into a contract to provide care incident to advanced age, for life or for more than five years, for any person over sixty years of age and not a member of his family shall report this fact immediately to the Department and shall, before entering into or receiving any consideration under such contract, deposit with the State Treasurer a bond in a sum and in amount satisfactory to the Department, as security for the proper care of the aged persons.

One of the most extraordinary developments of recent years has been the mushroom growth of this new enterprise, boarding homes for aged persons. The problem of regulating these homes has increasingly occupied our attention to the end that in 1940 we revised the rules and regulations.

The law governing these homes specifically refers to these as Homes for Aged Persons. To eliminate confusion the Department has now for the purpose of these regulations determined that

1. A convalescent home or hospital, rest home, home for the aged, nursing home or other institution of similar character, regardless of designation, caring for three or more persons over the age of sixty and not incorporated under the law of Incorporated Charities shall be deemed a Boarding Home for Aged Persons.

2. No person suffering from a contagious disease shall be admitted.

3. No boarding home shall provide prenatal care or admit maternity cases. (Chapter III, sections 71-73.)

4. No boarding home shall admit or care for persons who are suffering from insanity, epilepsy, abnormal mental conditions, or those who are addicted to the intemperate use of narcotics or stimulants so as to have lost the power of self-control.

For the purposes of this regulation there is included in this restriction any person who is under commitment for any of the above conditions in any institutions under the jurisdiction of the Massachusetts Department of Mental Health.

5. Homes caring for convalescents and the chronic sick shall make provision for necessary medical care by a medical doctor registered under the General Laws of Massachusetts. (Chapter 112, sections 2-12n.)

6. Homes caring for convalescents and the chronic sick shall have the resident supervision of a nurse registered under the General Laws of Massachusetts. (Chapter 112, sections 74-81.)

7. No boarding home shall keep within its confines opium, morphine, cocaine, heroin, codeine or other habit-forming drugs as defined in Chapter 94, section 197 of the General Laws, or a hypodermic needle or syringe or other instrument adapted for the use of narcotic drugs by subcutaneous injection, excepting that a registered nurse may keep in her possession a hypodermic syringe or needle and may have in her possession and administer said drugs only under the specific direction of a physician as provided for in Chapter 94, sections 197 and 211. An accurate record must be kept of all such treatments.

8. All poisonous substances must be plainly labelled and kept in a locked closet or cabinet.

9. Patients shall occupy sleeping rooms on the second floor of any building only when two separate exits consisting of separate stairways, front and rear, are provided. A single interior stairway may be supplemented with exterior stationary fire exit.

10. Patients may occupy sleeping rooms above the second floor only in buildings of first-class fireproof construction.

11. All rooms must be outside rooms with a minimum of 600 cubic feet of air space allowed for each person. Dormitories shall be limited to six (6) beds.

12. All beds used for patients shall be at least 36 inches in width, six feet in length, and so spaced to permit freedom of movement on three sides.

13. Patients' quarters shall not be locked, hooked or fastened in any manner.

14. Adequate toilet facilities must be available on each floor where five or more patients are being domiciled.

15. Instructions governing emergency exit in case of fire must be posted in each room.

16. Dietary schedules must be maintained and a record of such accurately kept for inspection by the Department.

17. A register approved by the Department, showing the record of each patient must be maintained.

18. All homes operated under a license granted by this Department shall be so conducted as not to become a nuisance to, or an annoyance in, the community where located.

The Department has now classified the licensed Boarding Homes for Aged Persons into two classes, A and B.

The Class A home is a home where the facilities of a registered

nurse or a graduate of an accredited school of nursing are obtained. This type of home shall be qualified to care for persons who need expert care as determined on the advice of a physician or hospital.

The Class B home is a home where the facilities of a practical nurse who has had some experience in caring for the aged are obtained. This type of home shall be qualified to care for persons who are afflicted with ills incident to old age, or those without family accommodations and needing some kind of custodial care.

A list showing the classification is sent to all our district offices for distribution to bureaus in their area, to hospitals and to private agencies for their use.

Our law provides that any suitable person may maintain a home, but the Department of Public Welfare may prescribe the conditions under which a license shall be granted. The applicant must have the approval of the chairman of the local board of public welfare and the recommendations of three physicians, who subscribe to five standard inquiries pertinent to the applicant. On the acceptance of this application the building inspector of the community is requested to visit the proposed premises and to determine whether they meet the local building requirements. Alterations or additions ordered by him must be accomplished. A visit is then made by the Department's inspector who determines the quota adequate toilet facilities, the erection of partitions, elimination of fire and health hazards. When this is completed, the license is approved for the signature of the Commissioner.

In the supervision of these homes the inspection form is comprehensive, going into every phase of the problem to guarantee the comfort, and care of the old people. We must be alert when a home is found not paying its bills as it is in these homes that violations mostly occur.

Again it is the zealousness of those making the inspection that will maintain a high standard of homes. In this connection we receive the co-operation of the local visitors who consistently go into these homes and report any violation to the Department.

It is customary to warn the proprietor when a violation is occurring, and when no heed is taken, then we remove the license. The causes generally are for overcrowding, insufficient and poor food, intoxicants, and ill-treatment of patients. We anticipate and do receive strong opposition when a license is removed. Political influence is customary, but this pressure is favorably met by showing that it is an involvement of human misery, and it does not, in consequence, become a deterrent in our action. In 1941 eight licenses were removed and sixteen placed on probation.

In construction the boarding homes are amazingly alike. The homes are usually in houses built during the days when rooms were large and house plans were rambling. They are ideal for this work, particularly large estates that have been abandoned or have been foreclosed. The trouble with these latter is that too often they are, as would be expected, in zoned areas. The Department quite often uses its influence with appeal boards in asking for the grant of a variance, with good success.

It is with the homes that make a specialty of accepting old age assistance and dependent aid cases, and are paid a minimum of $30.00 a month in our State for board, that require constant supervision. The homes that feature private patients generally are splendidly and satisfactorily operate

In the cheaper priced homes the tendency is to overcrowd, scimp on food, and practice other economies that have our disapproval. It is very difficult at times to catch violations, and the inspector has to rely on his observations, because it is nearly impossible to get a recipient to disclose that he is dissatisfied for fear of possible reprisals in the home. A successful method to obtain reliable evidence, when our suspicions are aroused, is to seize their register and contact the relatives of the patients. Invariably they will confirm our suspicions upon the promise of keeping the matter confidential.

We do not restrict the number of homes in any area when the applicant is acceptable, as we are of the opinion that competition betters conditions. This would seem so, because in a small town in the central part of the State there is in it but one licensed home, and it was receiving $17.50 per week for each O.A.A. recipient, one of the highest grants in the State. The conditions in this home were such that we were obliged to cancel the license for overcrowding, insufficient and unsatisfactory food, and uncleanliness. Profit is naturally the motivation in the operation of these homes, and competition to a large extent obliges the operator to give the best care possible or suffer the loss of patients.

We believe that in classifying the homes a forward step has been taken. The Department is very careful in designating a Class A home. These are the homes that must have proven expert personnel to care for the real sick and terminal cases. Heretofore it has been the practice as an expediency to direct a patient to a home where very often there was but a practical nurse or one without any nursing knowledge at all. We have had numerous instances where these persons took on the garb of a registered or graduate nurse, with fake insignia pins, and attempted to care for sick persons. A dangerous practice was existing and with over 700 of these homes in the Commonwealth, and still increasing, we were obliged in the interest of the public good to make this new regulation.

The licensed homes for aged persons fill a need in our State as predominantly the inmates are O.A.A. and D.A. recipients. A roll call of these would surely disclose a great many who at one time were prominent in civic and business affairs of their community. They, perhaps through no fault of their own, are now obliged to be aided by a munificent government, and it becomes paramount with us to see that they are supported and cared for as nearly as possible to conditions that they have been accustomed to. This we feel is being steadily accomplished.

CIVILIAN CONSERVATION CORPS

The fifth of April, 1941, marked the eighth anniversary of the Civilian Conservation Corps, which is administered by the War Department, with the Office of Education and the Department of the Interior participating in the educational program.

The program has been constantly expanded and improved over this eight-year period. During the past year the number of enrollment periods has been increased to eight, and enrollees are now accepted in January, February, April, May, July, August, October, and November. Vocational education is available after work hours to any enrollee who is interested to attend classes.

The selection of men for the Corps is handled by State Directors of Selection, appointed and authorized by the Director of the Corps, with the approval of the Governors of the various states. Application is made through local welfare agencies. There are only three requirements for enrollment in the Civilian Conservation Corps: The applicant must be a United States citizen between the ages of seventeen and twenty-three and a half for junior camps(no age limits for veterans) and he must be out of employment and in need.

The young men are enrolled, equipped, and assigned to camps by the War Department. Each enrollee is given a thorough physical examination, is vaccinated against smallpox and is inoculated against typhoid fever. He receives full maintenance, including clothing, medical and dental care. In addition, he receives a wage of thirty dollars a month; eight ($8.00) dollars of which is paid to him in cash, seven ($7.00) dollars is placed on deposit for him and is paid to him upon his discharge; and the balance of fifteen ($15.00) dollars is paid to his dependents if he has any; otherwise the amount is added to his bank deposit. New rules require daily calisthenics for the junior enrollees, and attendance at first aid courses for every enrollee.

The specific objectives set forth in the training program of the Civilian Conservation Corps are the building of strong, healthy bodies; the training of men to live, work, and play together; the teaching of good work habits; the training of men in specific National defense skills to open the way to employment; and the inculcation in all enrollees of an understanding and appreciation of our form of government.

Each year, the Corps has taught more than 10,000 illiterate enrollees to read and write; approximately 5,000 more have completed grade schools and received certificates; while 1,000 have earned High School diplomas, and about 100 men have graduated from college.

By agreement with the Maritime Commission, Civilian Conservation Corps enrollees are now permitted to enlist in the Merchant Marine if they possess the necessary qualifications. Those accepted for

enlistment are eligible for Naval service in the event that they are called for military duty. The first group of Civilian Conservation Corps enrollees was inducted into the Maritime Service in October, 1939, and other groups have enlisted as facilities for them have become available at the various training stations. All graduates have been placed in positions and have made excellent records. A later ruling from the Bureau of Maritime Inspection has declared these graduates eligible to take examinations for able seamen or for engineering positions.

The value of the Corps to the nation in developing the physical fitness of the two and a half million young men who have received its training is made more significant by the fact that one out of every nine men who registered for selective service had had this experience and was physically prepared to aid in the defense of his country. Selective Service Board Examiners have stated that men with Civilian Conservation Corps training are from three to six months in advance of other civilians in their adjustments to Army life. It is safe to say that except for Army and Navy, the Civilian Conservation Corps has made the largest over-all contribution of any agency to the defense of the nation through its training of men and its building up of our natural resources. The function of the Corps at this time is to continue its work in the conservation of our national resources, our forests, soil, our recreational areas, and to intensify its training program to prepare its members for military service or for placement in defense industries.

The real test of the training program of the Civilian Conservation Corps is in the number of men placed in employment. Due to improved economic conditions and to more effective training in the Corps, the number of enrollees who have been discharged from the camps to accept employment increased from an average of 2,500 per month in the fiscal year 1939 to more than 5,000 per month in the fiscal year 1941. This does not include 253,819 enrollees who were discharged from the Corps during the last fiscal year at the expiration of their terms, a large majority of whom have since secured employment.

ANNUAL REPORT
COMMODITY DISTRIBUTION DIVISION
- 1941 -

INTRODUCTION

Commodity Distribution in Massachusetts was continued during 1941 on the same basis as previously reported in the years 1933 to 1940.

Public No. 165, 75th Congress, approved June 28, 1937, continued the existence of the Federal Surplus Commodities Corporation as an agency of the United States, under the direction of the Secretary of Agriculture. This Act recognized the Federal Surplus Commodities Corporation as an instrumentality of the Secretary of Agriculture for the carrying out the provisions of Clause 2, of Section 32 of the Act approved August 24th 1935, as amended, which provided for the encouragement of domestic consumption of agricultural commodities and products thereof by diversion from the normal channels of trade and commerce.

The Federal Surplus Commodities Corporation and its functions as an agency of the Department of Agriculture were administratively affiliated with the Surplus Marketing Administration after July 1, 1941.

The Federal agency operated as a complete operating and administrative unit in procuring surplus commodities, arranging for their allocation and transportation to the States, usually on a carlot basis or for their processing when necessary. Allocation of Commodities was based principally upon the number of certified eligible relief cases in each State, the amount of merchandise available to the Federal government for allocation, and the inventory on hand in each particular State.

Since one of the purposes of Commodity Distribution was to increase consumption of these products, certain specific commodities were often allocated in areas in which they were not ordinarily used to a great extent, and in that way persons became familiar with their use and in many instances a future market was developed through this

procedure.

Regulations required that a commodity purchased in one surplus area was not to be distributed in another section where the same commodity was grown on a commercial basis.

All donations to the states were made with the stipulation that the goods so donated should neither re-enter commercial channels nor compete with that portion of the supply which remained in the normal flow of trade, and that the commodities should be given to individuals in addition to, rather than in substitution for, any other assistance available from Federal State or other sources.

This particular program of the Federal agency sought to encourage the use of surplus farm commodities which might otherwise have been wasted, by distributing them for use by millions of families who lacked the means to purchase these goods in needed quantities, if at all. Commodity Distribution was the medium through which thousands of families became familiar with foods which they had never used before.

Along with the immediate benefits to under-nourished persons and the ground-work for future purchasing habits, the purchasing programs improved returns for the individual grower selling his products direct to the Government, and assisted in improving general marketing conditions and increased returns on the entire crop.

These commodities were moved directly from the points of purchase to State welfare agencies and used immediately by relief families, school lunch programs, institutions and eligible specialized activities.

In 1940 and 1941 the F.S.C.C. approached the surplus problem in a different manner that of moving goods through the normal channels of trade. This was known as the Food Stamp Plan. It was placed in operation on an experimental basis in a limited number of areas and later greatly expanded.

Under the Food Stamp Plan, which was voluntary, relief families would usually purchase a minimum of orange colored stamps at the rate of approximately $1.00 per week for each member of the family, or a maximum of $1.50. Blue stamps to the value

of 80 cents, to be used by the purchaser for certain foods designated as surplus by the United States Department of Agriculture, were given free to the family for each $1.00 worth of orange stamps purchased.

Orange colored stamps could be used for any food usually purchased in grocery stores, and other specifically mentioned items. Redemption for used stamps was usually made to the trade by wholesalers and banks, who in turn were reimbursed by the Federal government. Stamps to be used for the purchase of cotton materials were also used in a limited area of Massachusetts.

When the Food Stamp operations commenced in a given area, direct food distribution with the exception of allocations to school lunch programs, institutions and special programs, was discontinued. All clothing operations continued on a direct distribution basis.

By agreement with the F.S.C.C. the State Department of Public Welfare had sponsored Commodity Distribution in Massachusetts since November 1935. There was, however, no specific legislation on the books authorising the Department to act in this capacity except the broad coverage contained in Chapter 18 of the General Laws.

It was therefore, decided to introduce specific legislation authorising the Department of Public Welfare to Sponsor Commodity Distribution. A measure was drafted and submitted to the legislature for consideration and was subsequently passed and is listed as Chapter 634 of the Acts of 1941.(see copy of Legislation attached)

COMMODITY DISTRIBUTION

Direct Distribution. The first step on State level in the procurement of surplus foods for distribution took the form of an offer from the F.S.C.C., stating that a specified number of carloads of a certain item were available to the State. All necessary information on the pack or loading was included, such as the number of containers per car, weight of each container, distribution rate, or if in bulk, the weight of the cars, icing, etc., and the approximate date that delivery could be made.

The State then ascertained whether or not the offer could be accepted in full, in part, or rejected. A few offers were rejected, when in the opinion of the State administration, it appeared to be unwise to make the distribution of a certain item in this particular area.

Allocations were accepted either by wire or letter, depending upon the urgency of car rollings. In either event a formal signed acceptance was necessary, together with an order for each car. Upon receipt of car, inspection was made, and a form completed, showing condition on arrival, amount received, date of receipt, etc.

The State was charged by the F.S.C.C. with the amount of its receipts and required to show distribution, losses, iventory on hand, etc., through monthly reports to that agency.

In the case of relief clients, distribution was made only to those certified to the local Commodity Distribution offices by the city and town welfare departments. The number of persons was shown for each case on this certification, and issues were made on a per person basis only, using either maximum rates as prescribed by the Federal agency, or proportionately less to each case, if the amount on hand was insufficient to allow maximum distribution to the entire caseload, or if in the opinion of the State office, an amount less than the maximum set was advisable.

In addition to the distribution of food received from the F.S.C.C. the Direct Distribution activities included the receipt and distribution of all clothing, household articles and other items produced through out the State on the many WPA Sewing Production Projects. While the Commodity Division did not operate manufacturing units, it did supply large quantities of foods, materials and textiles received from the Federal government and other sources to the WPA Work Projects for canning and manufacture. Ticking, toweling, raw cotton, sheeting and comforter covering were turned over to this agency for the manufacture of sheets, towels, pillow cases and comforters; vegetables, pears, peaches, and apples were canned. The finished products from these operations were in all cases turned back to the Division for distribution.

Under Direct Distribution, it was necessary for cities and towns to furnish warehouse space, heat, light, cold storage when needed, transportation and a proportionate share of the State administrative costs. The cost of these facilities and services to the cities and towns amounted to 6.73% of the value of the goods distributed in Massachusetts during 1941.

For the calendar year 1941 there was distributed under this program 88,446,416 pounds of food having a value of $6,482,606.37 dollars and 2,536,372 items of clothing and household articles valued at 2,159,302.15 dollars having a combined value of 8,641,908.52 dollars. (For itemized list see Exhibit A)

b. School Lunch Program. The School Lunch Program using Federal foods was introduced into Massachusetts and developed by the Commodity Distribution Division. From thirty-two schools and 11,856 children in September 1938, the program expanded so that on December 31, 1941 applications were on file covering 984 schools and 124,914 children The growth of this program is proof of its acceptance locally. From studies made and reports received from teachers, the results of School Lunch Programs are "extraordinary" They include (1) gain in weight, (2) better attendance, (3) increased mental alertness, (4) better concentration, (5) better eating habits at home, (6) more rapid social and personality development, (7) greater resistance to common colds and other diseases. Greater than all these is the reward of looking ahead - building sturdy bodies and alert minds to-day for the future. (For itemized list of food distributed to schools see Exhibit B)

c. Food Stamp Plan. The Food Stamp Plan and Direct Distribution have the same basic Federal objectives, that of moving surplus agricultural products into consumption at fair returns to the processor or grower. State governments were usually interested in these programs primarily as an aid to their relief problems. The procedure used by the two programs to accomplish the work was entirely different.

The Stamp Plan undertook to move surplus agricultural products through the regular channels of trade. As such, it had the approval of the nation's food wholesalers, chain

stores and many independent groups of food stores and individuals. These sources gave the program the principal impetus needed to get it under way.

This plan provided the relief client with a means of securing surplus merchandise through the regular channels of trade. Purchases could be made with these stamps, at his own store with his own choice of the surplus items on hand, and the amount of each which he wished to purchase in relation to the amount of blue stamps in his possession at that particular time. He obtained his food supplies over the same retail counters that served his neighbors.

The Food Stamp Plan was in operation in forty-one cities and towns in Massachusetts at the close of 1941. Purchases of orange stamps in the amount of over 5 million dollars in 1941 by certified persons resulted in the issuance of 2,818,020.50 dollars in blue stamps for the purchase of surplus commodities through retail stores to a caseload of 51,836 families representing 174,779 persons.

ORGANIZATION AND FACILITIES

Operating under the direction of the Department the Commodity Division was a complete storage, distributing, and accounting unit within itself. As such, its personnel consisted of a State Director of Commodity Distribution an Assistant Director, a Supervisor of Accounting, a Supervisor of Allocations and Traffic, a Supervisor of Finance, five Area Supervisors, State office clerical personnel, a Warehouse Supervisor for each district warehouse, and assistants to these warehouse supervisors where needed, a Distribution Center Supervisor in each city or town participating in the program, and additional assistants in these centers where needed.

The maximum number of persons employed by the Division at any one time during 1941 was 2,446 employees. Of this number 91% were WPA employees on a security wage, 5% non-relief WPA and 4% State employees paid from Sponsors' funds.

The Division operated for Direct Distribution 28 warehouses and 253 distribution centers in 201 cities and towns and serviced 103 towns by truck under the door to door system.

A warehouse is a carload lot receiving and storage point, an services approximately 10 to 15 cities and towns located in close proximity to the warehouse. It is also the point from which trucks handling delivery to small towns under the door to door system make deliveries to certified recipients on a monthly basis. A distribution center is a location in a community at which certified recipients call weekly to receive their allocation of commodities. These centers were generally located in unused retail stores. Through these facilities a peak load of 101 thousand families and a minimum load of 58 thousand families received commodities during 1941.

For the Food Stamp Plan the Division operated 50 sales offices in 41 cities and towns serving an average caseload of 51,836 families.

ACCOUNTING AND AUDITING

All receipts, issues and losses were recorded and physical inventories taken by the district warehouses and distribution centers each month, and were so reported to the State Commodity office, together with signed receipts for all issues in support of distribution. These district and local reports were in turn consolidated into a State monthly report forwarded to the F.S.C.C. and used to credit the State accounts with these operations.

Approximately once in each six weeks or less a Field Auditor of the Division called at the district warehouse or local centers to verify operations and for consultation and instructional work as necessary. The Auditors took a complete physical inventory of food, clothing and containers. Records were checked to ascertain if recordings and issues were being properly handled and to assist in determining the amount of foods and goods that should be on hand. These findings were then checked against the physical inventory in the reconcilement of merchandise accounts.

Salvage of Commodity Containers. Empty containers such as egg crates, orange and grapefruit boxes, potato and flour bags, vegetable baskets, lard drums, etc., were

accounted for in the same manner as merchandise. Containers not salable were used in distribution and issued to clients for kindling and other purposes, or donated to agencies for use on public projects. Bids were taken on all salable items from time to time at district warehouses, and the proceeds of sales were turned over for deposit in a special Commodity Salvage Fund maintained at the State Treasurers Office. Total receipts from sales of salvaged containers during the year 1941 amounted to $18,851.01.

In order that these activities may be better understood, certain tables are attached to provide a clear picture of Commodity operations in 1941.

AN ACT AUTHORIZING THE COMMISSIONER OF PUBLIC WELFARE TO ACCEPT, FOR RELIEF PURPOSES, SURPLUS AGRICULTURAL COMMODITIES FROM THE SURPLUS MARKETING ADMINISTRATION OF THE UNITED STATES DEPARTMENT OF AGRICULTURE, PROVIDING FOR THE DISTRIBUTION OF THE SAME THROUGH THE STAMP PLAN, AND PROVIDING FOR THE DISTRIBUTION OF OTHER COMMODITIES RECEIVED FROM THE UNITED STATES THROUGH SAID ADMINISTRATION.

Be it enacted, etc., as follows:

SECTION 1. The commissioner of public welfare is hereby authorized to accept and distribute surplus agricultural commodities, donated to the commonwealth by the Surplus Marketing Administration of the United States Department of Agriculture for relief purposes, and to supervise, administer and provide means for the distribution of said surplus commodities and to cooperate with said Marketing Administration in the sale and distribution of milk to persons in low-income groups and to carry out the administration of the stamp plan and the distribution of said commodities in the cities and towns of the commonwealth in accordance with any regulation, requirement or contract now in existence or which may later be made by said Surplus Marketing Administration, and to enter into agreements and contracts with the Federal Government and cities and towns of the commonwealth for the purposes of this act, and in like manner to provide for the distribution of any other commodities received from the United States or through said Administration or any successor thereto. Any monies contributed by the cities and towns of the commonwealth for the maintenance of said activities shall be paid into the state treasury, maintained as an independen fund and disbursed only on authorization of the commissioner of public welfare or an employee of the department of public welfare designated by said commissioner for the purpose. The laws governing the employment, discharge and retirement of employee of the commonwealth and the operation of departments thereof, including chapter thirty-one of the General Laws, shall not apply to any person engaged in carrying out any provision of this act; provided, that the foregoing part of this sentence shall not apply to the commissioner of public welfare or any permanent employee designated by the commissioner for authorization of disbursements as aforesaid.

SECTION 2. No retail store, or owner, operator or employee, thereof, or other person shall accept, or cause to be accepted, orange-colored food order stamps under the Federal Food Stamp Plan, or any other federal plan for the distribution of surplus agricultural commodities in effect in this commonwealth, in exchange for any merchandise or article except food, as defined by the commissioner of public welfare, or accept, or cause to be accepted, blue-colored food order stamps under such plan in exchange for any merchandise or article not defined by said commissioner to be surplus foods; and no person, unless so authorized, shall buy or exchange for curren federal food order stamps. In adopting such definitions, the commissioner shall tak into consideration the definitions adopted from time to time by the secretary of agriculture of the United States, and, in the absence of action by the commissioner, the definitions heretofore adopted by said secretary shall be in force in this commonwealth for the purposes of this section. Whoever violates any provision of this section shall be punished by a fine of not less than twenty-five nor more than three hundred dollars, or by imprisonment for not less than one nor more than six months, or both.

Approved October 8, 1941.

EXHIBIT A

TOTAL OF DISTRIBUTION OF FOOD FOR 1941

COMMODITY	POUNDS	COMMODITY	POUNDS
Evaporated Milk	473,423	Fresh Eggs	1,938,634
Cereal Wheat	2,123,432	Corn Meal	1,857,698
Graham Flour	2,263,360	Wheat Flour	5,660,769
Rice	1,062,711	Grapefruit Juice	1,234,660
Loganberries Canned	15,377	Dried Skim Milk	68,249
Butter	421,309	Dried Beans	2,522,017
Raisins	1,633,220	Prunes	1,303,291
Dry Peaches	369,942	Canned Peaches	174,169
Cheese	7,052	Fresh Apples	4,882,901
Fresh Grapefruit	4,456,171	Dried Apricots	209,560
Grapefruit Segments	108,981	Peanut Butter	27,598
Fresh Peaches	1,381,712	Fresh Cabbage	1,276,522
Fresh Carrots	2,165,969	Bacon	37,964
Ham	742,685	Salt Pork	309,194
Lard	2,170,600	Shelled Pecans	3,843
Canned Apples	167,900	Canned Applesauce	554,638
Canned Grapefruit	218,532	Canned Baked Beans	48
Fresh Beets	878,958	Fresh String Beans	48,487
Fresh Corn	208,739	Fresh Tomatoes	961,113
Canned Squash	24	Fresh Celery	33,021
Dehydrated Soup	21,497	Cane Syrup	19,312
Pork & Beans	92,091	Canned String Beans	59,406
Canned Beets	262,314	Canned Carrots	738,820
Canned Celery Soup	17,890	Canned Tomatoes	218,906
Canned Tomato Juice	2,774	Canned Mixed Vegetables	74,598
Canned Pea Chowder	14,052	Canned Vegetable Chowder	58,566
Canned Ham Chowder	22,174	Canned Spinach	15,548
Fluid Milk	37,436,133	Canned Rhubarb	714
Canned Beet Tops	624	White Potatoes	5,416,521

TOTAL NUMBER OF POUNDS --- 88,446,416

EXHIBIT B

TOTAL FOOD DISTRIBUTED TO SCHOOL LUNCHEONS DURING THE YEAR 1941

COMMODITY	POUNDS	COMMODITY	POUNDS
Butter	216,272	Cheese	3,114
Dried Skim Milk	54,622	Evaporated Milk	400,803
Fresh Eggs	185,622	Peanut Butter	27,598
Cereal Wheat	53,271	Corn Meal	36,765
Graham Flour	68,684	Wheat Flour	207,675
Rice	33,398	Fresh Apples	827,802
Fresh Grapefruit	172,769	Grapefruit Juice	490,634
Canned Loganberries	14,283	Canned Peaches	154,148
Dried Peaches	126,542	Prunes	103,254
Raisins	74,043	Dried Beans	79,693
Fresh Cabbage	30,123	Fresh Carrots	92,784
White Potatoes	286,942	Bacon	4,103
Ham	39,290	Salt Pork	10,422
Lard	52,224	Shelled Pecans	3,552
Canned Applesauce	189,754	Grapefruit Juice	25,876
Canned String Beans	6,128	Canned Beets	101,453
Canned Carrots	225,082	Canned Celery Soup	8,266
Canned Tomatoes	49,720	Tomatoe Juice	2,062
Canned Mixed Vegetables	2,852	Dried Apricots	16,877
Canned Apples	85,000	Pea Chowder	13,312
Vegetable Chowder	21,228	Ham Chowder	10,344
Canned Grapefruit	37,702	Fresh Beets	47,034
Fresh String Beans	2,203	Fresh Tomatoes	32,587
Fresh Peaches	95,779	Fresh Corn	2,903
Canned Spinach	1,896	Canned Squash	24
Fresh Celery	1,005	Grapefruit Segments	108,906
Pork & Beans	113,058	Dehydrated Soup	15,334
Cane Syrup	10,887	Canned Tomatoes	34,958
Canned Peaches	11,428	Peach Preserve	154
Fluid Milk	1,327,342		

TOTAL NUMBER OF POUNDS ----- 6,431,564

DIVISION OF CHILD GUARDIANSHIP

Miss Marion A. Joyce, Director

- - - -

The principal changes in this Division during the year just ended were those effected by legislative action on (1) budget and (2) new bills affecting the work of the Division.

BUDGET

Important new requests were made under three of the four appropriations, i.e., all save Tuition and Transportation of children in public schools.

Personnel

A survey made by an expert recommended by the Children's Bureau last year (see the last annual report) had pointed out the hopelessly under-staffed condition in which the Division has long been struggling. It called attention to the serious need of more social workers on the various levels found in the staff; stressed the fact that the average case load per visitor was 140 children as against 45 in the corresponding private agencies of the state and a maximum of 65, set as a standard by the Child Welfare League of America; emphasized the lack of enough head social workers and supervisors and the increasing overload observed in studying the staff from the bottom to the top - with the recommendation that the Director needed two assistants to cover properly all the functions of the Division. There was granted an Assistant Director, one supervisor and four social workers. The first could not be appointed within the year because of the necessity for an examination to be held by the Civil Service Division. The supervisor was

Appointed - to take charge of intake. The four social workers were gradually secured but the net gain was that of two - since simultaneously two emergency employees long carried on the Division of Aid and Relief payroll but working in the Division of Child Guardianship had to be returned to the Division of Aid and Relief.

Care and Maintenance of Children

The principal new requests under this appropriation were (1) a receiving home and (2) board allowance for high school children between sixteen and eighteen years of age.

The first request was made in the hope of being able to give to new children on the day of their arrival in the care of the Division better treatment than ever has been possible in the State House, and than ever could be possible now with the progressive overcrowding here. A receiving home would be like an expansion of the Division's nursery, at present in an apartment on Joy Street, where new babies are cared for the day they arrive. It would provide for all the new children a cleaner, quieter, more cheerful place where they could be received, registered, examined by the doctor, given their new clothing, given proper food when they are with us at lunch time, and when necessary given baths and shampoos. It would also make possible overnight care in emergencies and twenty-four hour isolation in the cases where it is indicated by the doctor's examination. Since the fiscal year was more than half over when decisions on the budget were made, and since it was stressed that a deficit must not be incurred in this appropriation as it frequently has been, it was agreed with the Budget Commissioner in the summer to postpone opening a receiving home - although allowance seemed to be made for it

in the appropriation - until the end of the first fiscal year of the biennium.

The board allowance for high school children between sixteen and eighteen was requested with high hopes of being able to remove the serious handicap under which our older children labor. Theoretically, our children on passing the compulsory school age-limit must become self-supporting. In fact, those over sixteen but still in high school generally have their board paid if they are boys, because there are not sufficient opportunities for boys to earn their keep in families; while, if they are girls, they work out their keep as mothers' helpers. Since, in the present day, it is unfair to expect most young people to compete in the employment field without a high school diploma, we endeavor to have all the children who are capable complete high school. This means a severe handicap for growing girls who must work several hours a day when they need the time for study and recreation. It unquestionably means that some who would finish if they had not this handicap, do not finish high school; and that those who do, generally make less good records than they could and suffer much discouragement as well as physical strain. The request was made with the idea that nothing unreasonable was being asked - merely justice in a day when children supported by Aid to Dependent Children grants, who are a privileged group anyway compared to children in foster homes, have allowances made for them from public funds for support until they are eighteen years old if still in school. Unfortunately, our request was denied.

Office Expense

The principal new request made under this heading was for money to install a new master file. The present one, installed about

thirty years ago and containing over 130,000 names, is a visible index covered by glass in front but open to the floor - with each name on a very narrow strip. With time, many of these slips have become loosened, blown down and been swept up by the cleaners; with the result that errors and general inefficiency are inevitable. This request was denied.

LEGISLATION

The most important new enactments affecting the work of the Division were three:

1. An Act regulating the Licensing by the Department of Public Health of Hospitals and Sanatoria.
   (Chapter 661 of the Acts of 1941 - Approved October 20,1941.)

2. An Act relative to the Supervision of Certain Infants in Boarding Houses.
   (Chapter 629 of the Acts of 1941 - Approved August 2,1941)

3. An Act Relating to the Commitment of Juvenile Delinquents to Jail and the Care of Children under Seventeen held for Examination or Trial.
   (Chapter 643 of the Acts of 1941 - Approved October 1 ,1941.)

The first of these, by making the Department of Health responsible for the inspection and licensing of all hospitals in the state, automatically removed from the Division the function of inspecting and licensing maternity hospitals, which had been carried by one worker who had other important duties.

The second extended coverage of children privately boarded to all those under fourteen years of age instead of only under two. Whereas the old provisions affecting children under two remain unchanged, children between two and fourteen are not affected if in homes used exclusively by public (i.e., state or municipal) or private agencies. The new personnel requested to carry this new responsibility was granted; but the necessary authorizations, et cetera, did not come through intime to set up the new office before the end of this fiscal year.

The third has proved difficult of interpretation and the Administrative Committee of the Courts has been working on the problem with the Department and other experts in the field. The new personnel requested to carry out the provisions of this Act was granted. The selection of it and the securing of special homes for the detention of the juveniles concerned were started slowly because of many problems, including the uncertain distribution of the new work geographically.

There are other changes to be recorded, most of them the result of the times.

Because of increase in the cost of living, increase in family earnings and increase in the employment of women, desirable foster homes for our children have become less and less available. At the present rate there will soon be an acute shortage. Because of the expansion of the armed services of our country, we have already lost one of our few young men, and because of the higher rate of pay in the service of the Federal government, we have had a distressing amount of turn-over among our all too few stenographers. The expansion of the armed forces has meant a sharp increase in the number of enlistments among our wards. The need of birth certificates among young people who are entering the service, defense industries, et cetera, has put a new burden on the staff in the shape of hunting up birth records and securing birth certificates for a steady stream of callers who were formerly in our care.

One most gratifying change in the set-up of the office that was made possible in the late spring was the opening of a new clothing room in Room 17. At long last it became possible for the workers in the clothing room to have adequate space, light and air.

CHILDREN IN CARE AND CUSTODY OF THE DIVISION

In general, the work has gone on much as usual with many of the old problems continuing. One important change was precipitated by the concern of the Ways and Means Committee over the travel expenses of visitors and duplication in their territories. Whereas the two large groups of women visitors responsible respectively for children (boys and girls) between the ages of three and twelve, and girls between twelve and twenty-one, had worked all over the state so that two women visitors shared not only the same towns but even the same foster homes in many cases, a new arrangement was made whereby only one woman visitor has responsibility for all wards in both these groups in her territory. This has meant approximate halving of the area covered by a visitor, giving each visitor full responsibility for a foster home formerly shared by two workers, and the elimination of the need to transfer a girl from one visitor to another when she reaches her twelfth birthday. The new districts were announced on July 7th and the change-over affected gradually in the quarter beginning September 1st. The advantages once this difficult quarter ended, should prove considerable - in saving time, energy and money expended on travel, and in closer relationships with foster parents and girls in their early teens. Of course, in any one visitor's territory there may still be a visitor and guardian to older boys, a nurse visitor to babies under three and a visitor to mentally deficient children.

There should be an increase in the number of our wards adopted since one of the two new social work jobs has been assigned to this field. The appointment of the new worker was made possible too late in the fiscal year to affect very much the amount of work reportable now; and, of course,

with the waiting period required for adoptions, the work done by the new appointee may scarcely show in the next report.

Adoption of our wards.

Applications for children for adoption:

Pending December 1, 1940	35	
New applications	104	
Foster families re-investigated because of adoption request	32	171
Withdrawn	36	
Disapproved without complete investigation	21	
Homes investigated	70	
Pending	44	171

Homes investigated:

Approved for adoption	61	
Disapproved but withdrawn	2	
Disapproved	7	70

There is still an increasing demand for state wards for adoption which far exceeds the number available. The young infant under the age of six months is particularly in demand, and at least a hundred inquiries for infants were answered where no application was taken.

During this year 11 children were placed in new homes for adoption and 30 were changed from a boarding to a free basis in the same home for that purpose. Forty-six (46) children were legally adopted; 23 girls and 23 boys.

Of the 46, one child was adopted by her mother and step-father; 21 by their former foster parents; and 24 by people who took them for adoption. These adoptions went through the courts of ten different counties, as follows:

Barnstable	1	Hampshire	1
Berkshire	2	Middlesex	13
Bristol	1	Norfolk	11
Essex	5	Suffolk	8
Franklin	3	Worcester	1

There are now 47 children placed on trial for adoption.

The other new worker secured was assigned to work on the return of children to their families and relatives. This is another area in which the staff has long known that more could and should be done if only personnel were available. Again, however, the results will not begin to show until next year because of the late date when the assignment was made possible.

The number of new children taken into care this past year was 1, 371, or an increase of almost 13% over last year. The new children, as usual, came mostly because they were dependent or neglected; and, as has been true for the last few years, many more were neglected than dependent--854 as against 369. The applications for state care of dependent children have been, as usual, thoroughly investigated with every effort made to find a preferable solution from the point of view of the child. The increase in intake of neglected children has reminded us again of the anomalous situation in which we work; receiving into state care children whose need for it we have had little or no opportunity to investigate, while the intake process is really carried on by the Society for the Prevention of Cruelty to Children and the Court. In every case of a hearing on the neglect of children, a visitor and guardian attends as the court agent of the Department, according to the law, to protect the interest of the Department and to show cause, if any, why the child or children should not be committed to the care of the state. However, in many instances the notice of hearing is not received until the day before the date set, so that it is impossible for visitors and guardians in the urban areas, with heavy case loads and heavy court work, to make adequate investigations.

The following figures show the work done on applications for the care of dependent children:

		Children	Families
Applications pending December 1, 1940		533	388
Applications received December 1, 1940 to November 30,1941 (Involving 89 re-applications)		863	613
Total		1,396	1,001
Advised only		60	
Applications withdrawn		37	
Assumed by relatives		242	
Assumed by private agencies		18	
Assumed by public agencies		99	306
Children committed Section 22, Chapter 119 General Laws:			
Boys	51		
Girls	36	87	65
Foundlings: 1 male; 2 female			
Children received Section 38, Chapter 119, General Laws:			
Boys	158		
Girls	118	276	221
Pending December 1, 1941		577	409
Total		1,396	1,001

When the women visitors were being redistricted, one was assigned as an addition to the unit caring for mentally deficient children because this unit has never been able, with only three workers, to take care of all the mentally deficient wards. During the past year it cared for 480 children, ending the year with 383. Of these, 198 are boarded in 90 foster homes, 36 are girls placed in wage homes and 14 are boys working on farms, in restaurants, laundries, et cetera. Several boys have been satisfactorily placed in the Civilian Conservation Corps camps and in a National Youth Administration residence center. Twenty-one (21) children are being cared for in the Hospital Cottages at Baldwinsville. These are children suffering from spastic paralysis, cardiac troubles, asthma, encephalitis, etc. Twenty (20) more are being treated at the Monson State Hospital. The children sent there who have a long period without seizures

are replaced again in the community. In the State Infirmary at Tewksbury some of the group, mostly imbeciles and idiots who cannot be cared for elsewhere, are placed. Of course, many of the children in this total group are not only on the waiting lists for the state schools but so badly in need of that type of care that it is very difficult and discouraging to have to make other arrangements for them in the community. In the course of this past year we were able to have only 68 taken into the three schools.

Our older boys have, naturally, been more directly affected by war conditions than have the other children. We have discharged a great many over seventeen because of their enlistment in the armed forces - 52 having joined the Army, 42 the Navy and 7 the Marines. Fewer are in the Civilian Conservation Corps Camps than in the last few years because of the more lucrative openings that have multiplied recently. In fact, we have now 63 boys in the Civilian Conservation Corps camps as against 122 a year ago. Forty-six (46) boys are working in the state police barracks, 66 on farms and 193 are in high school. Of all the boys between twelve and twenty-one, we now have a larger group between thirteen and fifteen than in any other two year age span. Only five per cent of the total in the older boys' group came to us as delinquents. There may, however, be a change in this figure when the interpretation of the new bill relating to the commitment of juvenile delinquents to jail and the care of children under seventeen held for examination or trial has been worked out.

(Tables follow)

Summary of All Children under Care during the Year

	Delinquent			Wayward			Neglected			Dependent			Grand Total
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	
Number Dec.1,1940	154	63	217	1	4	5	2,303	2,234	4,537	1,880	1,592	3,472	8,231
Received Dec.1,1940 to Nov. 30,1941	*116	*30	*146	1	1	2	463	391	854	212	157	369	1,371*
Total number during the year	270	93	363	2	5	7	2,766	2,625	5,391	2,092	1,749	3,841	9,602
Discharged Dec.1, 1940 To Nov.30,1941	139	50	189	1	1	2	482	425	907	296	276	572	1,670
Number Dec.1,1941	131	43	174	1	4	5	2,284	2,200	4,484	1,796	1,473	3,269	7,932

*Including 9 State Wards (4 boys and 5 girls) recommitted as delinquent to Department

Status of Children under Care during the Year Ending November 30, 1941

	Girls	Boys	
Remaining under care November 30, 1941:			
In families, receiving wages	339	186	
In families, free of expense to Commonwealth	166	319	
In families, clothing only provided	147	38	
In families, board and clothing provided	2,677	3,141	
On parole with parents	111	163	
On parole with other relatives	54	72	
In hospitals	193	186	
In United States Service	-	25	
In Civilian Conservation Corps	-	65	
Married	12	3	
Whereabouts Unknown	21	14	
Totals	3,720	4,212	7,932
Passed from care during the year:			
Died	3	12	
Became of age	155	95	
Transferred to Lyman School for Boys	-	6	
Transferred to Industrial School for Boys	-	2	
Transferred to Industrial School for Girls	12	-	
Committed to Lyman School for Boys	-	10	
Committed to Industrial School for Boys	-	14	
Committed to Industrial School for Girls	10	-	
Committed to Reformatory for Women	1	-	
Committed to Jail	-	1	
Committed to Department of Mental Health	32	41	
Adopted	23	23	
Discharged to places of settlement	1	2	
Otherwise discharged	510	712	
Totals	752	918	1,670
Total number under care during the year	4,472	5,130	9,602

19

Disposition of Neglected Children by the Courts

Number of Court notices received	1,506
Disposition of cases attended:	
Committed to--	
Department of Public Welfare	412
Boards of Public Welfare	2
Child Welfare Division, City of Boston	36
Placed on File	34
Discharged	14
Dismissed	44
Continued	1,421
Continued and placed in care of Department of Public Welfare	579
Failed to appear	3
Appealed from finding	9
Total number of cases attended	2,554

Disposition of Delinquent and Wayward Children by the Courts

Number of court notices received	4,549
Disposition of cases attended:	
Committed to--	
Lyman School for Boys	123
Lyman School for Boys and appealed.	9
Lyman School for Boys and commitment suspended.	201
Industrial School for Boys	136
Industrial School for Boys and appealed	17
Industrial School for Boys and commitment suspended	198
Industrial School for Girls	50
Industrial School for Girls and appealed.	1
Industrial School for girls and commitment suspended.	47
Department of Public Welfare.	24*
Department of Public Welfare and appealed	1
Department of Public Welfare and commitment suspended	2
Massachusetts Reformatory	6
Massachusetts Reformatory and sentence suspended.	3
Reformatory for Women.	1
Plummer Farm School and commitment suspended	1
County Training Schools.	65
County TrainingSchools and appealed	1
County Training Schools and commitment suspended	26
House of Correction.	1
Filed	834
Appealed from finding.	12
Held for Grand Jury	29
Probation	1,693
Fined	6
Continued.	1,626
Continued. and placed in care of Department of Public Welfare	152*
Failed to appear	53
Discharged	44
Dismissed	460
Total number of cases attended.	5,822

*While the sum of these two is greater than the 136 on the Summary Sheet, the difference is that the 146 refers to individual children, whereas these figures include more than one continuance per case, in some instances.

Disposition of Children held on Temporary Mittimi, pending Further Orders of the Court

	Pending Dec. 1, 1940	Received During The Year	Permantly Committed	Discharged, Dismissed, Bailed & Defaulted	Died	Pending Dec. 1, 1941
Neglected	260	524	227	355	1	201
Wayward	-	2	-	1	-	1
Delinquent.	64	118	12	113	-	57
Total	324	644	239	469	1	259

Contributions Received toward Support of Children

	1940	1941
From Cities and Towns	$223,140.72	$194,202.29
From Parents	33,220.22	45,782.59

Foreign Born Children in Care of Department

Canada	23
Scotland	1
Italy	3
England	3
Ireland	3
Poland	1
Other Countries	1
Total	35

Children under care at the end of the year whose parents were foreign-born totaled 1,032; those with foreign-born mother, 852; and with foreign-born father, 599.

The number of illegitimate children under care was 2,666 or 33.61%.

Two hundred and ninety-four (294) children were full orphans; 515 were children whose fathers had died, and 987 children whose mothers had died.

OTHER FUNCTIONS OF THE DIVISION

Licensing of Maternity Hospitals

The final report on the licensing of maternity hospitals, henceforth to be done by the Department of Health, may be summed up as follows:

Licenses in force December 1, 1940 (in 92 cities and towns)		165
Expired	75	
Surrendered and cancelled	6	81
Continuing in force		84
Reissues	70	
New issues	6	76
Licenses in force November 30, 1941 (in 92 cities and towns)		160
Corporations	129	
Physicians	13	
Nurses	14	
Boards of Public Welfare	3	
Other Person	1	160

Two hundred and twenty-two (222) visits were made to hospitals for inspection and investigation of complaints.

The returns from the questionnaires mailed to each licensee show 61,635 cases delivered; 60,481 live births; 1,496 still born; 140 deaths of mothers; 1,376 deaths of babies.

Five (5) licenses to conduct homes for pregnant women were in force on December 1, 1940. Seven (7) licenses were issued during the year, and 12 remained in force on November 30, 1941.

Licensing of Infant Boarding Houses

Again, there is a final report to make under this heading referring to infants under two years of age since, with the new law, a new unit of the Division will cover boarding houses for infants up to fourteen years of age.

During the last year 442 licenses to maintain infant boarding houses were renewed or granted under the provisions of the General Laws, Chapter 119, Section 2, in 104 cities and towns; 55 licenses were cancelled; 2 licenses were refused and 34 applications were withdrawn. These represent the licensed homes for infants under the supervision of the Commonwealth and those homes in which babies were placed by relatives, boards of public welfare and private agencies.

There were 1,123 infants under two years of age reported to the Department as boarded privately during the year. In addition, 1,401 infants were placed by boards of public welfare and various child-placing agencies. Less duplication of supervision for 75 babies, the actual number reported was 2,449. Of this number 224 were adopted and 13 died.

Investigation of Adoptions

The unit which investigates for the probate courts all adoption petitions except those sponsored by child-placing agencies finds its volume of work still rising. A summary of the work of the past year is given in the following statistics.

Cases pending December 1, 1940		157	
New petitions referred by Courts December 1, 1940 to November 30,1941		1080	1,237
Cases closed December 1, 1940 to November 30, 1941		1021	
Withdrawn prior to investigation	11		
Investigated and reported to Courts	1010		
Cases pending November 30, 1941		216	1,237

Reports to Courts on completed investigations covered adoption petitions for

Legitimate children			
By relatives	279		
By persons other than relatives	71	350	
Illegitimate children			
By maternal relatives*	319		
By alleged relatives	16		
By persons other than relatives	320	655	
Foundlings		5	1,010

Of these petitions investigated 5 were withdrawn and 74 were definitely disapproved in reports to Courts.

661 notices were received during the year showing disposition of cases:

Approved by Department and granted by Courts	638
Approved by Department and dismissed by Courts	2
Disapproved by Department and granted by Courts	14
Disapproved by Department and dismissed by Courts	5
Withdrawn	1
Other plan advised by Department and petition dismissed by Court	1

The number of investigations was 125 higher than the total for last year. General conditions have accelerated presentation of petitions by people who have had adoption in mind: prospective adopting fathers in the armed forces are anxious to have adoptions go through before they leave home; and other adopting parents, due to unsettled conditions generally, press for more speed in the adoption process. Whereas child-placing agencies require at least a year's waiting period and in this unit we strongly advise a minimum of six months, we find cases of babies adopted within a few weeks of birth. On the other hand, it has been possible to convince many adopting parents of the desirability of psychometric testing before adoption.

*Of these 237 were petitions of mother and her husband.

Social Service for Crippled Children

From September 1, 1940 to August 31, 1941 reports on 6,456 handicapped children were received by the Subdivision of Crippled Children. Of this number 2,183 were children reported for the first time and 4,273 were children previously registered on whom follow-up reports were made. The majority of the reports received were submitted by local school boards in compliance with the provisions of General Laws, Chapter 71, Section 46A. An appreciable number, however, were referred to the subdivision for investigation by public or private organizations or individuals interested in handicapped children. The information contained in many of the reports was complete but many others were either incomplete or had been referred for special consultation service and required further investigating. One thousand, two hundred and thirty-two (1,232) children were closed out of the active files because they had entirely recovered from their disability, had residual handicaps so slight as not to require special consideration, had reached the age of twenty-one years, had died, or had moved out of the state. Five thousand, two hundred and twenty-four (5,224) children were continued in our active files which on August 31, 1941 contained information on 11,465 handicapped children.

Rheumatic fever has been the leading cause of handicaps among the children reported in recent years. Reports this year included 1,204 such children or over 50% more than those with any other disability. Other major diagnoses in the order of their frequency were infantile paralysis, deafness, cerebral palsy, congenital deformities, respiratory disorders, defective vision, osteomyelitis and fractures.

A large majority of the children investigated were found to be under active medical care. As many as possible of those not under care and needing treatment, were referred to appropriate clinics or

institutions, so that 4,447 handicapped children reported during the year received treatment as follows: 1,408 privately; 2,510 in clinics; and 529 in institutions, hospitals, or convalescent homes. Seven hundred and seventy-seven (777) children did not receive active medical care-- 41 of these had completed their treatment, and the remainder were being seen by physicians at infrequent intervals or had refused further medical care.

Four thousand, five hundred and forty-seven (4,547) handicapped children received education as follows: 1,493 in their homes; 322 while patients in hospitals or convalescent homes; 482 in suitable institutions, special schools, or classes for the handicapped and 2,250 in the regular public school classes.

Six hundred and seventy seven (677) children were not receiving instruction. Two hundred and fifty-five (255) of those investigated had completed their schooling-- 47 of these were working; 32, previously referred to the Division of Vocational Rehabilitation, were continuing under the supervision of that division; and 2 were referred to the Division of the Blind for further advice and assistance. Two hundred and eighty (280) children not receiving instruction were as follows: 162 were preschool children, 1 of whom was recommended for mental examination and 1 for care outside the home; 57 were too ill for instruction at home; 26, living in towns where there were less than five children unable to attend school, were recommended for home instruction but did not receive it; 3 were referred for further examination and study before definite recommendations could be made; 8 were recommended for hospital or institutional care; 8 were advised to return to school; 9 were reported as having moved and were not located; and 2, with seriously defective vision, were being followed by the Division of the Blind. One hundred and seven (107) physically handicapped children were found to have mental

handicaps so severe as to preclude home instruction, and 35 others were out of school because of mental rather than physical handicaps. Many of these children were either potential candidates for permanent custodial care in institutions, or were those who should be receiving the benefits of training in our schools for the mentally defective. The majority of them were well cared for at home at the time of investigation but in 23 cases home conditions were such that early institutional placement was recommended.

Some of the special services rendered individual children as a result of our investigations included: assistance in obtaining hospitalization or appropriate institutional care; re-establishing treatment, and contact with the medical social service in clinics previously attended; assistance in the adjustment of handicapped children back into school; and referral of families to local private or public agencies for family welfare services needed.

Child Welfare Services

The title of a recent book "Everyone's Children, Nobody's Child" describes rather graphically the type of children who are the main concern of Child Welfare Services. Those in trouble of one kind or another but not yet so seriously affected as to be brought under the care of the juvenile courts, child-placing agencies, or institutions, are our chief responsibility. "Everyone" is, to a degree, anxious about these children; yet, "Nobody" has actually assumed the burden of their care--perhaps, because he has not known to whom to turn for the desired assistance.

Child Welfare Services, charged with the responsibility of offering service to as many of these children as the $17,702 granted by the Children's Bureau will allow, has continued with its plan to place

consultants in various parts of the state. Two permanent consultants have already been appointed--one to District II and one to District VI--and one temporary consultant has been appointed to District III. Since the two permanent consultants came from the family field, it was agreed that they should attend a two weeks' institute in children's work at the New York School of Social Work, and later should have three months' experience in a child-placing agency. Now all three workers are in their respective districts--conferring with the area visitors of the Division of Aid and Relief, with local boards of public welfare and their agents, and with private agencies rendering assistance to children. Although not in a position to undertake actual case work, they are available as advisers in all cases involving children, also as helpers to town officials and other interested citizens in planning to meet the needs of the boys and girls who are presenting problems to themselves, their families, and their communities. It is our hope that many of these towns will see their way clear eventually to employ social workers who will render case-work service to children in their own homes.

The towns of Southbridge, Sturbridge, and Charlton have continued to employ the services of such a person and seem to be enthusiastic about the results of her work. The town of Webster recently voted to pay part of the salary of a child welfare worker and, with the assistance of Federal funds, the program in this community has been started. Several small municipalities in the vicinity of Webster will also receive the assistance of this worker and, we trust, will at a later date bear their share of the financial responsibility.

Since the Social Security Act provides not only for the offering of new services but for the strengthening of services already in existence, Child Welfare Services in this state has given a scholarship to one of the

visitors in the child-placing work of the Division of Child Guardianship. She is now studying at the School of Social Service Administration of the University of Chicago, and, in the summer of 1942, after receiving the degree of Master of Science, will return to her duties in this Commonwealth.

It is our hope to be of assistance in the coming year to many children in defense areas and to help various towns and cities, where social service resources are inadequate, to make plans for the meeting of the needs of their less fortunate children. In short, we hope that those who might now be described as "Everyone's Children, Nobody's Child" may in the near future quite definitely become "Somebody's Child."

TUITION of CHILDREN under the CARE and CONTROL of the DEPARTMENT

Under the operation of General Laws, chapter 76, sections 7 to 10 inclusive, as appearing in the Tercentenary Edition, governing reimbursements by the Commonwealth for tuition and transportation of state wards in public schools, bills received from 269 cities and towns, for the tuition and transportation of 5,307 children amounting to $331,997.17 - viz., tuition $298,900.50, transportation $33,096.67 - were audited by the department and paid by the Treasurer of the Commonwealth during the year ending November 30, 1941. The location of the children was as follows:

Abington, 11
Actor, 14
Acushnet, 9
Adams, 4
Agawam, 13
Amesbury, 4
Amherst, 28
Andover, 6
Arlington, 42
Ashby, 4
Ashfield, 19
Ashland, 17
Athol, 11
Attleboro, 14
Auburn, 6
Avon, 1
Barnstable, 7
Becket, 6
Bedford, 4
Belchertown, 33
Bellingham, 42
Belmont, 15
Berkley , 13
Berlin, 8
Bernardston, 3
Beverly, 6
Billerica, 41
Bolton, 9
Boston, 448
Braintree, 13
Bridgewater, 23
Brimfield, 17
Brockton, 81
Brookfield, 2
Brookline, 5
Buckland, 23
Burlington, 20
Cambridge, 60
Canton, 27
Carlisle, 1
Carver, 8
Charlemont, 2
Charlton, 7
Chelmsford, 44
Chelsea, 8
Cheshire, 24
Chester, 13
Chicopee, 10
Clarksburg, 4
Clinton, 41
Colrain, 8
Concord, 6
Conway, 22
Dalton, 3
Danvers, 19
Dartmouth
1940, 8
1941, 7
Dedham, 29
Deerfield, 7
Dennis, 3
Douglas, 1
Dracut, 22
Dudley, 2
Dunstable, 1
Duxbury, 5
East Bridgewater, 15
East Brookfield, 8
East Longmeadow, 1
Easthampton, 2
Easton, 37
Erving, 17
Everett, 54
Fairhaven, 14
Fall River, 9
Falmouth, 5
Fitchburg, 8
Foxborough, 42
Framingham, 74
Franklin, 44
Freetown, 16
Gardner, 3
Georgetown, 4
Gill, 1
Gloucester, 5
Grafton, 23
Granby, 27
Granville, 1
Greenfield, 32
Groton, 13
Groveland, 5
Hadley, 26
Hampden, 16
Hanson, 19
Hardwick, 16
Harvard, 8
Harwich, 1
Hatfield, 1
Haverhill, 45
Hawley, 12
Heath, 15
Hingham, 13
Hinsdale, 3
Holbrook, 14
Holden, 3
Holliston, 25
Holyoke, 34
Hopedale, 13
Hopkinton, 24
Hudson, 75
Huntington, 4
Ipswich, 1
Kingston, 7
Lakeville, 5
Lancaster, 16
Lawrence, 2
Leicester, 30
Lepminster, 29
Lexington, 39
Leyden, 3
Lincoln, 3
Littleton, 3
Lowell, 149
Ludlow, 11
Lunenburg, 8
Lynn, 42
Lynnfield, 9
Malden, 36
Mansfield, 13
Marblehead, 5
Marion, 8
Marlborough, 107
Marshfield, 7
Mattapoisett, 13
Maynard, 2
Medfield, 12
Medford, 67
Medway, 56
Melrose, 29
Mendon, 11
Merrimac, 6
Methuen, 10
Middleborough, 13
Middleton, 2
Milford, 32
Millbury, 21
Millis, 5
Milton, 17
Monson, 14
Montague, 15
Natick, 27
Needham, 1
New Bedford, 66
New Braintree, 4
New Salem, 11
Newburyport, 8
Newton, 55
Norfolk, 1
North Andover, 1
No. Attleborough, 2
No. Brookfield, 8
North Reading, 2
Northampton, 16
Northborough, 15
Northbridge, 28
Norton, 4
Norwell, 10
Norwood, 37
Oakham, 2
Orange, 4
Oxford, 41
Palmer, 73

Paxton, 2
Peabody, 9
Pelham, 7
Pembroke, 7
Pepperell, 3
Petersham, 7
Phillipston, 2
Pittsfield, 7
Plainfield, 15
Plainville, 6
Plymouth, 14
Plympton, 2
Provincetown, 1
Quincy, 107
Randolph, 52
Raynham
1940 3
1941 18
Reading, 10
Rehoboth, 1
Revere, 27
Rochester, 12
Rockland, 11
Rowley, 1
Royalston, 6
Rutland, 7
Salem, 8
Salisbury, 3
Sandwick, 4
Saugus, 33
Scituate, 7
Seekonk, 1
Sharon, 18
Shelburne, 11
Sherborn, 7
Shrewsbury, 30
Somerset, 17
Somerville, 87
South Hadley, 7
Southampton, 3
Southborough, 26
Southbridge, 7
Southwick, 11
Spencer
1940 13
1941 15
Springfield, 24
Sterling, 13
Stoneham, 19
Stoughton, 58
Stow, 20
Sturbridge, 16
Sunderland, 1
Sutton, 8
Swampscott, 4
Swansea, 23
Taunton, 41
Templeton, 17
Tewksbury, 13
Topsfield, 4
Townsend, 7
Tyngsborough, 11
Upton, 10
Uxbridge, 18
Wakefield, 47
Wales, 6
Walpole, 20
Waltham, 23
Ware, 79
Wareham, 43
Warren, 14
Washington, 3
Watertown, 19
Wayland, 13
Webster, 5
Wellesley, 17
Wendell, 7
West Boylston, 3
West Bridgewater, 11
West Brookfield, 7
West Newbury, 11
West Springfield, 10
Westborough, 22
Westfield,
1940 24
Westford, 28
Westhampton, 1
Westminster, 10
Weston, 1
Westport, 15
Westwood, 6
Weymouth, 41
Whitman, 9
Wilbraham, 3
Williamsburg, 14
Williamstown, 3
Wilmington
1940 1
1941 40
Winchendon, 13
Winchester, 31
Winthrop, 1
Woburn, 182
Worcester
1940 6
1941 39
Wrentham, 10
Yarmouth, 2

STATE BOARD OF HOUSING

FRED A. DAKIN, CHAIRMAN

(See also Annual Report of the State Board of Housing)

DIVISION OF JUVENILE TRAINING

Charles M. Davenport, Director
Walter C. Bell, Executive Secretary

(41 Mt. Vernon Street, Boston)

See Annual Report of the Trustees of the Massachusetts Training Schools

INSTITUTIONS UNDER THE DEPARTMENT

The following brief statements relate to the general supervision of each of the five institutions under the department. These reports are followed by comparative and more detailed consideration of the financial administration of the institutions. Further details about the work of the various institutions may be found in the institution reports which are published separately.

THE TEWKSBURY STATE HOSPITAL AND INFIRMARY, TEWKSBURY

Lawrence K. Kelley, LL.B., M.D., Superintendent

Provides infirmary care for needy persons not chargeable for support to any city or town. Insane persons and those with contagious diseases are not admitted.

See Annual Report of the Trustees of the Tewksbury State Hospital and Infirmary

INFIRMARY DEPARTMENT AT THE STATE FARM, BRIDGEWATER

(Under the Department of Correction)

James A. Warren, Superintendent

Provides infirmary care for indigent persons (male) not chargeable to any city or town.

See Annual Report of the State Farm

MASSACHUSETTS HOSPITAL SCHOOL, CANTON

John E.Fish, M.D., Superintendent

Provides care and schooling for the crippled and deformed children of the Commonwealth; a school with hospital facilities.

See Annual Report of the Trustees of the Massachusetts Hospital School

LYMAN SCHOOL FOR BOYS, WESTBOROUGH

Charles A. DuBois, Superintendent

Provides custodial care and industrial training for delinquent boys under fifteen years of age; cottage plan.

See Annual Report of the Trustees of the Massachusetts Training Schools

INDUSTRIAL SCHOOL FOR BOYS, SHIRLEY

George P. Campbell, Superintendent

Provides custodial care and industrial training for boys over fifteen and under twenty-one years of age; only boys under eighteen may be admitted.

See Annual Report of the Trustees of the Massachusetts Training Schools

INDUSTRIAL SCHOOL FOR GIRLS, LANCASTER

Miss V. Marion Rollins, Superintendent
(appointed 7/24/41, succeeding Miss Catharine M. Campbell)

Provides custodial care and industrial training for delinquent girls under seventeen years of age at time of Commitment.

See Annual Report of the Trustees of the Massachusetts Training Schools

SUPERVISION OF INSTITUTIONS

In the matter of financial supervision, the department examines and analyzes institution expenditures, keeping constantly in mind the function of the institution and the relation of its business to the care, education, and welfare of the inmates. The following tables are designed to show in detail the financial condition of each institution.

TABLE I. PART I. - Capacities and Population of the Five Institutions for the Fiscal Year ending November 30, 1941.

INSTITUTIONS	PRESENT ANY ONE TIME			DAILY AVERAGE NUMBER PRESENT DURING THE YEAR		
	Normal Capacity	Largest Number	Smallest Number	1941	1940	1939
dustrial School for Boys.	334	253	198	227	265	273
dustrial School for Girls	281	248	225	234	228	241
man School for Boys.	405	366	272	321	340	333
ssachusetts Hospital School	316	263	150	246	252	252
wksbury State Hospital and Infirmary.	3,500	2,823	2,171	2,446	2,736	2,856
Totals	4,836	3,953	3,016	3,474	3,821	3,926

TABLE I. PART II. - Inventory of the Five Institutions.

	REAL AND PERSONAL ESTATE				
	Land		Buildings	Personal Property	Total Value
	Acres	Value			
Industrial School for Boys.	892.29	$32,623.50	$651,689.95	$151,652.81	$835,966.26
Industrial School for Girls	368.80	20,775.00	479,258.27	115,183.97	615,217.24
Lyman School for Boys	579.13	57,525.57	895,015.56	181,482.01	1,134,023.14
Massachusetts Hospital School	165.72	41,806.00	786,193.91	134,048.50	962,048.41
Newkbury State Hospital and Infirmary.	916.00	84,579.94	3,403,143.01	593,414.80	4,081,137.75
Totals.	2,921.94	$237,310.01	$6,215,300.70	$1,175,782.09	$7,628,392.80

TABLE II. - Receipts of the Five Institutions during the Fiscal Year ending November 30, 1941

INSTITUTIONS	FROM THE INSTITUTIONS						FROM THE TREASURY				
	Board and Care of Patients	Personal Services	Sales	Rents	Other Receipts	Total	On Account of Maintenance	For Special Purposes	For Trust Funds	Total	Total Receipts
Industrial School for Boys.	-	-	$6,356.35	-	$215.21	$6,571.56	$188,025.62	$50.00	-	$188,075.62	$194,647.18
Industrial School for Girls	-	-	337.81	-	47.99	385.80	140,718.78	-	$18.75	140,737.53	141,123.33
Lyman School for Boys.	-	-	1,294.35	-	115.11	1,409.46	294,467.20	142.09	-	294,609.29	296,018.75
Massachusetts Hospital School. . . .	$ 69,394.70	-	428.60	$ 217.00	26.04	70,066.34	224,702.07	-	-	224,702.07	294,768.41
Tewksbury State Hospital and Infirmary.	141,620.74	-	5,153.98	1,262.13	496.93	148,533.78	1,274,522.96	330.00	-	1,274,852.96	1,423,386.74
Totals	$211,015.44	-	$13,571.09	$1,479.13	$901.28	$226,966.94	$2,122,456.63	$522.09	$18.75	$2,122,977.47	$2,349,944.41

TABLE III. - PART I. - Expenditures of the Five Institutions for the Fiscal Year ending November 30, 1941

M A I N T E N A N C E

INSTITUTIONS	Personal Services	Food	Medical and General Care	Farm	Heat and Other Plant Operation	Garage and Grounds	Travel, Transportation and Office Expenses	Religious Instruction	Clothing and Materials	Furnishings and Household Supplies	Repairs, Ordinary	Repairs and Renewals	TOTALS
Industrial School for Boys.	$105,023.10	$16,721.77	$3,582.67	$14,456.48	$16,755.85	$2,602.86	$2,235.00	$2,000.00	$5,992.91	$5,455.51	$4,758.05	$8,439.42	$ 188,025.62
Industrial School for Girls	76,436.06	13,686.11	2,541.87	7,737.51	19,154.63	2,222.99	1,253.47	1,670.00	5,964.98	4,694.54	4,162.62	1,194.00	140,718.78
Lyman School for Boys	161,010.53	32,459.04	5,937.99	18,745.93	36,490.19	2,624.23	2,988.41	2,383.00	10,957.80	8,080.77	6,089.99	6,701.32	294,467.20
Massachusetts Hospital School. . . .	147,768.53	20,620.93	6,323.18	9,951.28	18,550.10	1,381.47	2,290.08	1,210.00	3,955.61	4,666.00	3,400.89	4,624.00	224,702.07
Tewksbury State Hospital and Infirmary.	642,975.53	279,838.98	53,031.40	36,360.07	94,202.99	5,551.45	8,062.20	3,389.75	56,696.31	47,071.79	24,530.41	22,812.08	1,274,522.96
Totals.	$1,133,213.75	$363,326.83	$71,417.11	$87,231.27	$185,153.76	$14,383.00	$16,829.16	$10,652.75	$83,547.61	$69,968.61	$42,941.96	$43,770.82	$2,122,456.63

TABLE III. PART II. - Expenditures of the Five Institutions for the Fiscal Year ending November 30, 1941 - Continued

FOR SPECIAL PURPOSES

INSTITUTIONS	Land	Buildings	Furnishing and Equipping	Miscellaneous	Total
Industrial School for Boys.	-	-	-	$50.00	$50.00
Industrial School for Girls	-	-	-	-	-
Lyman School for Boys	-	-	-	142.09	142.09
Massachusetts Hospital School. . . .	-	-	-	-	-
Tewksbury State Hospital and Infirmary.	-	$330.00	-	-	330.00
Totals.	-	$330.00	-	$192.09	$522.09

TABLE III. PART III. - Summary of Expenditures for the Fiscal Year ending November 30, 1941 - Concluded

INSTITUTIONS	Maintenance	Special Purposes	Trust Funds	Total
Industrial School for Boys.	$188,025.62	$50.00	-	$188,075.62
Industrial School for Girls	140,718.78	-	$18.75	140,737.53
Lyman School for Boys.	294,467.20	142.09	-	294,609.29
Massachusetts Hospital School. . . .	224,702.07	-	-	224,702.07
Tewksbury State Hospital and Infirmary.	1,274,522.96	330.00	-	1,274,852.96
Totals	$2,122,436.63	$522.09	$18.75	$2,122,977.47

TABLE IV. Expenditures and Net Weekly Per Capita Cost of the Five Institutions for the Fiscal Year ending November 30, 1941

INSTITUTIONS	Expenditures	WEEKLY PER CAPITA 1941	WEEKLY PER CAPITA Average for the Three Years 1938, 1939 and 1940	Total Receipts from Refunds or Sales	Net Cost to the Institution	NET WEEKLY PER CAPITA 1941	NET WEEKLY PER CAPITA Average for the Three Years 1938, 1939 and 1940
Industrial School for Boys.	$188,025.62	$15.88	$12.97	$6,356.35	$181,669.27	$15.35	$12.77
Industrial School for Girls	140,718.78	11.53	11.82	343.27	140,375.51	11.51	11.73
Lyman School for Boys	294,467.20	17.59	17.36	1,302.41	293,164.79	17.51	17.28
Massachusetts Hospital School. . . .	224,702.07	17.52	16.94	428.60	224,273.47	17.49	16.91
Tewksbury State Hospital and Infirmary.	1,274,522.96	9.99	8.91	5,321.60	1,269,201.36	9.95	8.87
Totals	$2,122,436.63	-	-	$13,752.23	$2,108,684.40	-	-

TABLE V. Payroll of the Five Institutions, showing total number employed for the Fiscal Year ending November 30, 1941

INSTITUTIONS	AVERAGE NUMBER EMPLOYED 1941	AVERAGE NUMBER EMPLOYED 1940	AVERAGE NUMBER EMPLOYED For the Three Years 1938, 1939 and 1940	AVERAGE MONTHLY COMPENSATION 1941	AVERAGE MONTHLY COMPENSATION 1940	AVERAGE MONTHLY COMPENSATION For the Three Years 1938, 1939 and 1940	WEEKLY PER CAPITA COST 1941	WEEKLY PER CAPITA COST 1940	WEEKLY PER CAPITA COST For the Three Years 1938, 1939 and 1940	NUMBER OF INMATES TO ONE EMPLOYEE 1941	NUMBER OF INMATES TO ONE EMPLOYEE 1940	NUMBER OF INMATES TO ONE EMPLOYEE For the Three Years 1938, 1939 and 1940
Industrial School for Boys.	95.00	106.00	106.00	$92.12	$86.13	$85.68	$8.87	$7.91	$7.40	2.3	2.5	2.6
Industrial School for Girls	81.39	84.65	87.24	78.26	79.67	78.49	6.26	6.77	6.57	2.8	2.7	2.7
Lyman School for Boys	142.64	145.52	147.85	94.06	93.13	91.44	9.62	9.13	9.50	2.2	2.3	2.2
Massachusetts Hospital School. . . .	138.31	143.29	144.19	89.03	88.77	87.85	11.52	11.58	11.49	1.7	1.7	1.7
Tewksbury State Hospital and Infirmary.	661.70	676.36	688.03	80.97	81.30	80.31	5.04	4.61	4.51	3.6	4.4	4.1
	1,119.04	1,155.80	1,173.31	$434.44	$429.00	$423.77	-	-	-	-	-	-

THE COUNTY TRAINING SCHOOLS

Under the provisions of General Laws, Chapter 77, Section 2, the four county training schools for truants and habitual school offenders are subject to visitation from the department, which is required to report thereon in its annual report.

ESSEX COUNTY TRAINING SCHOOL

Lawrence, Mass.

Jan. 1, 1940	Boys attending school	No. 49
Jan. 1, 1941	Boys attending School	No. 44
	Discharged during 1940	No. 27
	Admissions during 1940	No. 22
	Full capacity	No. 71
	Budget appropriation for 1940	$46,300.00
	Net expenditures for 1940	45,080.00
	Budget appropriation for 1941	48,200.00

HAMPDEN COUNTY TRAINING SCHOOL

Feeding Hills, Mass.

Agawam, Mass.

Jan. 1, 1940	Boys attending school	No. 29
Jan. 1, 1941	Boys attending school	No. 29
	Discharged during 1940	No. 16
	Paroled	No. 13
	Admissions during 1940	No. 29
	Full capacity	No. 60
	Budget appropriation for 1940	$28,000.00
	Net expenditures for 1940	32,877.86
	Budget appropriation for 1941	28,000.00

WORCESTER COUNTY TRAINING SCHOOL

Oakdale, Mass.

Jan. 1, 1940	Boys attending school	No. 50
Jan. 1, 1941	Boys attending school	No. 54
	Discharged during 1940	No. 28
	Admissions during 1940	No. 32
	Full capacity	No. 60
	Budget appropriation for 1940	$31,000.00
	Net expenditures for 1940	33,625.00
	Budget appropriation for 1941	31,000.00

MIDDLESEX COUNTY TRAINING SCHOOL

No. Chelmsford, Mass.

Jan. 1, 1940	Boys attending school	No. 116
Jan. 1, 1941	Boys attending school	No. 119
	Discharged during 1940	No. 58
	Admissions during 1940	No. 61
	Full capacity	No. 135
	Budget appropriation for 1940	$77,000.00
	Net expenditures for 1940	76,996.38
	Budget appropriation for 1941	77,000.00

The names of the Superintendents of the schools are as follows:

Essex County Training School, Lawrence, James R. Tetler
Hampden County Training School, Springfield, (Feeding Hills)
Thomas F. Sullivan
Middlesex County Training School, North Chelmsford,
J. Earl Wotten
Worcester County Training School, Oakdale (West Boylston)
William E. Teachout

SUPERVISION OF THE SETTLED POOR RELIEVED OR SUPPORTED BY CITIES AND TOWNS

General Laws, chapter 117, section 3, and chapter 121, sections 7 and 16, provide that the Department of Public Welfare may visit and inspect all places where city or town poor are supported in families, and require the Department to visit, at least once a year, not only all children who are maintained by the Commonwealth, but all minor children who are supported at the expense of any city or town. Children illegally retained in city or town infirmaries must be removed therefrom and placed at board at the expense of the city or town concerned.

THE SETTLED ADULT POOR PROVIDED FOR IN FAMILIES

Of the 415 adult persons reported by local authorities as fully supported in families on January 1, 1941, two were in their own homes, 40 had died, and 98 had been removed before visits were made. The records of the remaining 275, 142 men and 133 women, were reviewed and reported on by the Department's agents. They were supported by 121 cities and towns as follows:

Abington,	2	Belchertown,	1	Cohasset,	2	Franklin,	1
Adams,	2	Beverly,	4	Colrain,	1	Gloucester,	1
Agawam,	8	Billerica,	1	Danvers,	3	Grafton	5
Amesbury,	1	Bolton,	1	Dedham,	3	Granby,	1
Amherst,	3	Bourne,	2	Deerfield,	4	Great Barrington,	12
Andover,	1	Brewster,	2	Dennis,	3	Hampden,	1
Arlington,	4	Brimfield,	1	Dighton,	1	Hancock,	1
Ashburnham,	2	Brookline,	2	Douglas,	1	Hanover,	1
Athol,	2	Buckland,	2	Duxbury,	1	Heath,	1
Attleboro,	3	Chester,	2	East Bridgewater,	5	Hinsdale,	2
Auburn,	2	Chicopee,	2	Erving,	1	Holbrook,	1
Avon,	2	Clarksburg,	1	Foxborough,	3	Holden,	1
Barnstable,	2	Clinton,	6	Framingham,	7	Hopkinton,	1

THE SETTLED ADULT POOR PROVIDED FOR IN FAMILIES

Hull,	1	Milford,	1	Palmer	2	Stoneham,	3
Huntington,	2	Millbury,	6	Petersham,	1	Stoughton,	1
Kingston,	2	Milton,	2	Phillipston,	1	Stow,	1
Lancaster,	1	Monroe,	1	Pittsfield,	3	Sutton,	1
Lee,	3	Monson,	1	Plymouth,	1	Swampscott,	2
Lenox,	3	Natick,	1	Plympton,	1	Templeton,	1
Leominster,	2	Needham,	3	Quincy,	1	Ware,	1
Lexington,	6	Newbury,	1	Raynham,	4	Walpole,	2
Ludlow,	3	Newburyport,	1	Reading,	3	Wareham,	3
Malden,	2	New Marlborough,	2	Reboboth,	2	Wayland,	3
Manchester,	1	North Adams,	3	Rochester,	1	Wellfleet,	1
Marion,	2	North Attleborough,	1	Russell,	1	Westfield,	2
Maynard,	1	Northborough,	1	Saugus,	1	West Springfield,	6
Medfield,	1	North Reading,	1	Sherborn,	1	Weymouth,	5
Melrose,	6	Norton,	2	Shrewsbury,	5	Whitman,	6
Middleborough,	5	Norwood,	6	Springfield,	1	Wilmington,	1
Middleton,	1	Oak Bluffs,	1	Stockbridge,	2	Winthrop,	2
						Yarmouth,	2

Their ages were as follows: 9 between 21 and 30; 8 between 30 and 40; 28 between 40 and 50; 63 between 50 and 60; 84 between 60 and 70; 50 between 70 and 80; 29 between 80 and 90; 3 between 90 and 100; and 1 was 104.

For their support there was paid in 13 cases from $2 to $3; in 27 cases from $3 to $4; in 235 cases--mostly of old and feeble persons--the rate varied from $4 to $20 per week according to the amount of care required.

Of the whole number 123 were reported to be in good or fairly good physical condition, and 233 in good or fairly good mental condition. There were 22 able to do light work either in the house or about the premises. In 257 cases, according to reports, the members of the local board of public welfare complied with the law requiring them to visit these persons at least

once in every six months; in 5 cases they were visited once during the year; in 13 cases they were not visited at all.

DEPENDENT MINOR CHILDREN WITH SETTLEMENT PROVIDED FOR OUTSIDE INFIRMARIES

As shown by the department's visitation of the 1,540 children reported by the authorities as fully supported outside the infirmaries on January 1, 1941, and July 1, 1941, 204 had been removed before visits could be made, and 38 were supporting themselves. The remaining 1,298--718 boys and 580 girls were supported by 98 cities and towns as follows:

Abington	1	Everett	2	Medford	1	Reading	3
Adams	6	Fairhaven	2	Middleborough	4	Rochester	1
Andover	1	Falmouth	6	Middleton	1	Seekonk	2
Arlington	3	Fitchburg	5	Milford	1	Shrewsbury	1
Athol	2	Gardner	12	Millbury	1	Somerville	14
Attleboro	3	Gloucester	2	Monson	2	Southbridge	2
Barnstable	7	Grafton	1	Montague	1	Springfield	11
Belmont	1	Great Barrington	2	Needham	1	Stoneham	3
Beverly	3	Hadley	1	New Bedford	26	Stoughton	1
Billerica	6	Holden	1	New Marlborough	1	Taunton	7
Boston	780	Holyoke	1	Newburyport	1	Uxbridge	7
Braintree	4	Ipswich	1	Newton	14	Walpole	1
Bridgewater	1	Lancaster	1	North Andover	1	Waltham	1
Brockton	11	Lawrence	1	North Reading	1	Wareham	5
Brookfield	1	Leicester	7	Norton	1	Warren	2
Brookline	4	Leominster	16	Norwood	7	Watertown	1
Carver	5	Lexington	1	Palmer	3	Wayland	1
Charlton	2	Lowell	14	Pelham	2	Webster	4
Chelsea	2	Ludlow	1	Pittsfield	4	Wellesley	2
Clarksburg	1	Lunenburg	1	Plymouth	1	West Springfield	1
Dalton	1	Lynn	19	Quincy	1	Westfield	1
Dedham	4	Malden	6	Randolph	1	Westminster	4
Dennis	1	Marion	2	Raynham	1	Westport	5

DEPENDENT MINOR CHILDREN WITH SETTLEMENT PROVIDED FOR OUTSIDE INFIRMARIES

(Continued)

Weymouth	8
Williamstown	1
Winchendon	16
Winchester	1
Worcester	155
Yarmouth	1

Of the whole number 1[illegible]6 were cared for and treated in hospitals and institutions. There were 1,037 who attended school and 237 who did more or less work about the house. Of the whole number 1,268 were in good or fairly good physical condition, and 1,284 in good or fairly good mental condition. The price of board varies from $1.50 to $5.50 per week. These children were found to be well cared for with a few exceptions which have been brought to the attention of the local boards of public welfare.

THE PENALTY INCURRED BY CERTAIN CITIES AND TOWNS

FOR FAILURE TO MAKE

THEIR RETURNS OF POOR RELIEF DURING THE MONTH

OF APRIL, 1941

Under sections 32-35 of chapter 117 of the General Laws, the department reported to the Treasurer of the Commonwealth the names of the cities and towns which failed to make their returns of poor relief during the month of April, 1941, together with the amount of penalty incurred in each instance as follows: Bellingham, $7.00; Freetown, $12.00; Hanover, $8.00; Hatfield, $3.00; Holbrook, $9.00; Lynnfield, $5.00; Maynard, $9.00; Monroe, $8.00; New Marlboro, $2.00; Petersham, $3.00; Plainfield, $13.00; Russell, $8.00; Sandisfield, $20.00; Sunderland, $3.00; Wellesley, $14.00; Weymouth, $3.00.

FINANC

For personal services of officers and emp[illegible] office of the Commissio
For services other than personal, printi[illegible] report, traveling expens
expenses of Infirmary visitors, and offi[illegible] and expenses in the offi
Commissioner . . . . . .
State Board of Housing - Personal Service[illegible] . . . . . .
State Board of Housing - Expenses. . . . . .
Refunds prior years . . . . . .
For personal services of officers and emp[illegible] Division of Aid and Rel
For services other than personal, includi[illegible] expenses and office supp
equipment in the Division of Aid and Rel[illegible] . . . . . .
Support of sick persons, and cases of wife[illegible] by cities and towns, for
and previous years . . . . . .
Burial of unsettled persons by cities and [illegible] current year and previ
Temporary aid and transportation of unsett[illegible] and shipwrecked seamen b
towns for the current year and previous [illegible] . . . . . .
Aid to dependent children for the current [illegible] vious years . . . . . .
Expenses incurred in connection with small[illegible] r diseases dangerous to
health for the current year and previous [illegible] . . . . . .
Old Age Assistance - for reimbursement of [illegible] towns for current year a
to be in addition to other state revenue[illegible] by law. . . . . .
Old Age Assistance - Personal Services . . . . . .
Old Age Assistance - Expenses . . . . . .
For the maintenance of the Tewksbury State [illegible] Infirmary . . . . . .
For personal services of officers and emp[illegible] Division of Child Guar
For services other than personal, office [illegible] equipment in the Divisi
Child Guardianship . . . . . .
Care and maintenance of indigent and negle[illegible] and juvenile offender
year and previous years . . . . . .
Tuition in the public schools of children [illegible] the Department of Public
current years and previous years . . . . . .
For the maintenance of the Massachusetts [illegible] ool . . . . . .
For personal services of the Executive Se[illegible] employees in the Divisio
Training, office of the Trustees . . . . . .
For services other than personal, includi[illegible] of the annual report, tr
expenses of the members of the board and [illegible] office supplies and equ
Division of Juvenile Training, office of [illegible] . . . . . .
For personal services of agents in the divi[illegible] ys paroled and boarded i
For services other than personal, includi[illegible] expenses of the agents
necessary office equipment and supplies . . . . . .
For board, clothing, medical and other exp[illegible] ental to the care of boy
For personal services of agents in the divi[illegible] girls paroled from the In
for Girls . . . . . .
For traveling expenses of the said agents, [illegible] irls paroled for board, m
care of girls, for services other than p[illegible] and for office supplies an
For reimbursement of cities and towns for [illegible] children on parole from
attending the public schools. . . . . .
For maintenance of the Industrial School fo[illegible] . . . . . .
For maintenance of the Industrial School fo[illegible] . . . . . .
For maintenance of the Lyman School for Boy[illegible] . . . . . .
For Tewksbury State Hospital and Infirmary [illegible] sewage system . . . .
For Tewksbury State Hospital and Infirmary [illegible] for male inmates, furni
For Lyman School for Boys, Improvements to [illegible] t. . . . . .
For Lyman School for Boys, Water mains . . . . . .
For Lyman School for Boys, Hurricane and [illegible] . . . . . .
For Lyman School for Boys, Improving sprin[illegible] the school building
For Industrial School for Boys, Purchase of [illegible] . . . . . .
For Industrial School for Boys, Hurricane [illegible] . . . . . .
For Industrial School for Girls, Hurricane [illegible] . . . . . .
For Industrial School for Girls, Damages to [illegible] paired. . . . .
Receipts and payments on account of reimbur[illegible] pport of inmates
State Hospital and Infirmary, State Farm, and [illegible] Hospital Schoo

Totals . . . . . .
Aid to Dependent Children, U. S. Grant . . . . . .
Old Age Assistance, U. S. Grant . . . . . .
Child Welfare Services, U. S. Grant . . . . . .
Civilian Conservation Corps, Personal Services . . . . . .
Civilian Conservation Corps, Expense. . . . . .

(1) Includes balance from previous appropriations
(2) Paid by receipts from Federal Government
(3) Paid by St[illegible] tis A[illegible]nd Racing Commi
(4) Balance of previous appropriation

The principal items of this report
have been checked with
the Comptrollers books and
found to agree
7/7/43

J D MacDonald

[illegible] Comptroller

FINANCIAL STATEMENT OF THE [illegible]MENT FOR THE FISCAL YEAR ENDING NOVEMBER 30, 1941

Welfare

	RECEIPTS		EXPENDITURES AND REMITTANCES			
	Appropriations Fiscal Year ending November 30, 1941	Cash Receipts	From Appropriations	Paid to State Institutions	Paid to State Treasurer	Balances at end of Year
re and empl[illegible]	$ 64,580.00	-	$ 62,733.17	-	-	$ 1,846.83
l, printing [illegible]e, and offi[illegible]	4,700.00	-	4,699.90	-	-	.10
	18,450.00	-	18,420.00	-	-	30.00
	~~7,000.00~~	-	~~6,174.63~~	-	-	825.37
	4,023.60 (1)	$ 102.63	6,128.23	-	$ 102.63	-
al Services	238,970.00	-	225,927.22	-	-	13,042.78
es.	22,500.00	-	22,496.54	-	-	3.46
rs and empl[illegible]	350,000.15(1)	-	312,579.55	-	-	37,420.60
l, includin[illegible]	16,000.79(1)	-	15,998.11	-	-	2.68
Aid and Rel[illegible]	5,701,982.53(1)	2,385.86	5,699,108.45	-	2,385.86	2,874.08
ses of wife[illegible]	2,632,000.02(1)	-	~~5,696,703.97~~	-	-	~~5,270.56~~
			2,631,997.69	-	-	2.33
eities and [illegible]	137,277.09(1)	-	137,226.09	-	-	51.00
n of unsett[illegible]	4,398,419.08	-	3,576,274.30	-	-	822,144.78
d previous [illegible]	104,800.00	-	94,685.30	-	-	10,114.70
he current [illegible]	15,500.00	-	15,453.37	-	-	46.63
with small[illegible]	1,280,162.58	-	1,274,522.96	-	-	5,639.62
nd previous [illegible]	235,800.00	-	~~229,696.02~~	-	-	~~6,103.98~~
rsement of [illegible]			229,693.52			6,106.48
ate revenue [illegible]	5,500.00	-	5,500.00	-	-	-
ervices .	1,704,000.00	235,148.18	1,703,999.80	-	235,148.18	.20
sbury State [illegible]	413,000.00	-	394,705.40	-	-	18,294.60
rs and empl[illegible]	233,271.82(1)	-	224,702.07	-	-	8,569.75
l, offices e[illegible]	16,180.00	-	15,960.68	-	-	219.32
t and neglec[illegible]	2,229.12 (1)	-	2,225.86	-	-	3.26
	~~2,200.00~~	-	~~2,196.74~~	-	-	
of children [illegible]	47,925.00	-	47,181.74	-	-	743.26
ars	19,027.30 (1)	-	17,423.60	-	-	1,603.70
achusetts R[illegible]	~~19,000.00~~	-	~~17,396.30~~	-	-	
xecutive Sec[illegible]	~~20,000.00~~	-	~~18,665.45~~	-	-	
tees	20,119.02 (1)	-	19,784.47	-	-	1,334.55
l, includin[illegible]	34,700.00	-	32,812.02	-	-	1,887.98
e board and [illegible]	18,187.08 (1)	-	17,086.34	-	-	1,100.74
t, offices of [illegible]	~~18,000.00~~	-	~~16,905.26~~	-	-	~~1,094.74~~
in the divi[illegible]	7,500.00	-	5,742.61	-	-	1,757.39
l, includin[illegible]	195,676.33(1)	-	188,025.62	-	-	7,650.71
d supplies	152,135.71(1)	-	140,718.78	-	-	11,416.93
d other exp[illegible]	298,521.32(1)	-	294,467.20	-	-	4,054.12
in the divi[illegible]	25,000.00(1)	-	-	-	-	25,000.00
	368.60(4)	-	330.00	-	-	38.60
aid agents, [illegible]	9,000.00(1)	-	-	-	-	9,000.00
ther than p[illegible]	7,500.00(1)	-	142.09	-	-	7,357.91
towns for [illegible]	901.37(4)	-	-	-	-	901.37
	1,200.00(1)	-	-	-	-	1,200.00
al School f[illegible]	2,000.00(4)	-	-	-	-	2,000.00
al School f[illegible]	1,500.78(4)	-	50.00	-	-	1,450.78
hool for Bo[illegible]	662.78(4)	-	-	-	-	662.78
d Infirmary [illegible]	47.11(4)	-	-	-	-	47.11
d Infirmary [illegible]	-	139,128.81	-	139,128.81	-	-
rovement [illegible]	18,444,319.18		17,437,872.68			1,006,446.50
r mains [illegible]	~~20,[illegible]~~	$376,765.48	~~$17,435,090.58~~	$139,128.81	$237,636.67	~~$1,008,842.48~~
ioane	3,161,839.79(2)	-	2,734,969.01	-	-	426,870.78
ovin[illegible]	16,575,519.83(2)(3)	-	15,225,165.15	-	-	1,350,354.68
Pur[illegible]	37,389.88(2)	-	7,986.08(2)	-	-	29,343.80
[illegible] & damage	5,621.00(2)	-	5,323.31(2)	-	-	297.69
[illegible]	3,232.69(2)	-	2,628.66(2)	-	-	604.03
[illegible] Plant repaired.	38,227,862.35		35,413,944.87			(2,813,917.48)
[illegible] for the support of inmates of the Tewksbury [illegible] Massachusetts Hospital School	~~38,227,862.35~~	$376,765.48	~~35,411,162.77~~	$139,128.81	$237,636.67	~~(2,816,313.46)~~

[illegible]ffice of the Commissioner.
[illegible]port, traveling expenses, including
[illegible] expenses in the office of the
[illegible]ivision of Aid and Relief.
[illegible]penses and office supplies and
[illegible]cities and towns, for the current year
[illegible]urrent year and previous years.
[illegible] shipwrecked seamen by cities and
[illegible]ous years
[illegible] diseases dangerous to the public
[illegible]s for current year and previous years
[illegible] law.
[illegible] Infirmary
[illegible] Division of Child Guardianship
[illegible]quipment in the Division of
[illegible] and juvenile offenders for the current
[illegible] Department of Public Welfare for the
[illegible]loyees in the Division of Juvenile
[illegible] the annual report, traveling and other
[illegible]ffice supplies and equipment in the
[illegible] paroled and boarded in families.
[illegible]penses of the agents and boys and
[illegible]al to the care of boys.
[illegible] paroled from the Industrial School
[illegible] paroled for board, medical and other
[illegible] for office supplies and equipment
[illegible]ildren on parole from the Lyman School
[illegible]age system
[illegible] male inmates, furnishings
[illegible] the school building
[illegible] Plant repaired.
[illegible] for the support of inmates of the Tewksbury
[illegible] Massachusetts Hospital School

[illegible]sions
[illegible]s A.B.C. Tax and Racing Commission
[illegible]ion
[illegible]port

Walter J. Murphy
Comptroller

PART II

PRIVATE CHARITABLE CORPORATIONS

Arthur G. Rotch, Commissioner

Supervisors

Miss Florence G. Dickson Miss Alice M. McIntire

Miss Mary C. Robinson

Government supervision of private charitable corporations is provided in (ree legislative enactments, the first of which requires the Department of Public Welfare to investigate all applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the department and the year's work under these several statutes are explained. This statement is followed by a tabulation of some of the essential figures showing the financial condition of the various charities.

Investigation of Charitable Organizations Seeking Incorporation

General Laws (Ter. Ed.) chapter 180, section 6, provides that the department shall investigate, give a public hearing, and report its findings to the Secretary of the Commonwealth, in all cases of charitable organizations which seek a certificate of incorporation. During the year ending November 30, 1941, 54 applications for charters have been referred under the provisions of this statute. The department has completed its investigation, given hearings and reported on 44 applications, including 4 received prior to the beginning of the year.

Action has been taken by the Secretary of the Commonwealth on 43 applications as listed below. Thirty-four (34) of these petitions have been granted and charters issued, while 9 have been refused.

Agora (Penny) Organization, Inc.
Alumni Association of the New England Conservatory of Music, Inc., The
Ankara Orphan Aid Association
Apostolic Council of Ministers & Churches, Inc.
Baltic American Society of New England, Inc.
Boston Speech Foundation Incorporated
Cadmus School, Inc.
Camp Hayastan, Inc.
Club Francais, Inc., Le
Defence Volunteer Fire Department (Inc.)
Dubno Ladies Helping Hand, Inc.
Essex County 4-H Club Camp
Fall River Area Council, Boy Scouts of America, Inc.
Franklin Alumni Association, Inc.
Free Norway Association, Inc.
Girls' Clubs of Boston Incorporated, The
Holyoke Children's Aid Association, Inc.
Invalid Pensioners of the World War, Inc.

Kiwanis Club of Orange
Kiwanis Club of Whitinsville, Inc.
Leominster Girl Scout Council, Inc.
Margaret Fuller House, Incorporated, The
Martha's Vineyard Hebrew Center
Massachusetts Clinic of Physiotherapy
Massachusetts Community Center, Inc.
Massachusetts General Hospital Nurses Alumnae Association, Inc., The
Milton Girl Scouts, Inc.
New England Keswick Inc.
North End Community Center, Inc.
104th U. S. Infantry, Veterans Association, A. E. F., Inc., The
Reading Council of Girl Scouts, Inc.
Revere Beach Associates Inc.
Shield, Inc., The
South Quincy Dramatic Club
Sun Charitable Foundation, Incorporated, The
True Church of Christ, Inc., The
Ukranian American Citizens' Club Inc. of Taunton
United Jewish Appeal of Greater Lynn, Inc.
Veterans Civic Association of Taunton, Mass. Inc.
West End House Auxiliary, Inc.
Westwood Scout House, Inc.
Whispering Willows Camp, Incorporated
Window Shop Inc., The

Supervision of Charitable Corporations

General Laws (Ter. Ed.) chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 205 inspections involving many consultations and visits to institutions.

There have been 718 inquiries regarding particular charities and general matters related to the field of private charity.

Number and Classification of Incorporated Charities in Massachusetts

Of the 1,458 charitable corporations which made returns to this department during 1941, 136 are homes for the aged; 145 are hospitals, sanatoria and other institutions for the sick; 146 are nursing societies and other health agencies; 286 are agencies giving family service and relief; 136 are child-serving agencies; 195 are youth agencies; 94 are settlements and neighborhood centres; and 111 are federations, foundations, and community chests. The remaining 209 form a miscellaneous group chiefly civic or eleemosynary in their nature.

Annual Reports of Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12, provides that a charitable corporation incorporated within this Commonwealth must make to this department an annual financial return on or before the first day of November in each year,

and further provides that if any corporation fails for two successive years to make the report, the Supreme Court may decree its dissolution. Figures from the financial reports of corporations for the last year are given on the following pages. The abstracts are arranged by towns in alphabetical order under each town.

An analysis of the returns made in 1941 showed the total property, real and personal, of all these charities to be $414,008,099. Subscriptions and donations amounted to $25,261,501. Earnings and refunds, including receipts from beneficiaries, were $32,174,361. Receipts from interest and dividends on investments totaled $9,909,416. Legacies were received to the amount of $4,681,581. Total current receipts were $64,719,344. Total current expenditures were $63,798,575. Total paid for salaries and wages amounted to $25,940,868.

Corporations Dissolved

In 1941, 22 corporations were dissolved, 21 by a decree of the Supreme Court and one by legislative act. The list follows:-

American Irish Pioneers Foundation
Arwile Inc.
Boston Zezmer Association "Inc."
Cape Cod Educational Foundation
Children's Singing Guild, of Newton, The
Edward Hatch Memorial, Inc.
Emergency Relief Committee of Fitchburg, Inc.
Florence Crittenton Rescue League
Franco-American Club of Revere Inc.
Hopital Louis Pasteur
Hutchinson Home Corporation for Aged Women
Industrial Defense Association, Inc., The
James W. Hale Fund, Trustees of the
Ladies' Kennel Association of Massachusetts
Lowell Welfare Foundation, The
Maccabee Associates, Inc., The
Malden Hospital Associates, Incorporated
Massachusetts Division of the International Sunshine Society, The
Meretz Young Men's Association
Phineas G. Parmenter Foundation, Inc.
Roosevelt Infantile Paralysis Commission, Incorporated, of Fall River, The
Three-fold Movement - League of Neighbors, Fellowship of Faiths, Union of East and West (Incorporated), The

Registration of Foreign Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12A, requires a charitable corporation incorporated elsewhere than in Massachusetts, which engages in charitable work or raises funds within the Commonwealth, to file with the department (1) a true copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before November first. Approximately 75 foreign corporations are complying with the law.

No Endorsement of Private Charitable Organizations

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute, regardless of the known standing of any such society. Inspection and the publication of the annual return in this volume do not mean approval; on the contrary, inspection may mean the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the fact of inspection in such manner as to lead the public to believe that the department approves or in any sense commends its work.

SEE

BUREAU OF INCORPORATED CHARITIES

FOR

ABSTRACT OF REPORTS ON

CHARITABLE CORPORATIONS

CITY AND TOWN INFIRMARIES

G. Frank McDonald, Supervising Inspector of Infirmaries

EXHIBIT I

Laws Relating to Infirmaries
(General Laws, Chapter 47; Tercentenary Edition)

For the information of boards of public welfare, superintendents of infirmaries and others concerned, certain laws relating to infirmaries are here summarized.

The Department of Public Welfare is required to visit annually all city and town infirmaries, and to include in its annual report a statement of their condition and management, with its suggestions and recommendations relative thereto. (General Laws, Ch. 121, Sect. 7.)

The superintendent of every infirmary must keep a register, in the form prescribed by the Department of Public Welfare, of the names of the persons received and committed, the cities or towns to which they belong, and the dates of their reception and discharge. (General Laws, Ch. 47, Sect. 8.)

Every inmate of an infirmary able to work shall be kept diligently employed in labor. If he is idle and does not perform such reasonable task as is assigned, or if he is stubborn and disorderly, he shall be punished according to the orders and regulations established by the directors. (General Laws, Ch. 117, Sects. 21 and 22. See also opinion of Attorney-General given to State Board of Charity, November 21, 1904.)

The only children who can be lawfully supported in a city or town infirmary for a period of more than two months are: (1) those who are so defective in body or mind as to make their retention in an infirmary desirable; (2) those who are under two years of age; and (3) those who are under three years of age, with mothers who are infirmary inmates and suitable persons to aid in taking care of them. In cases of failure of boards of public welfare to remove children illegally in infirmaries, the Department of Public Welfare is required to remove them and provide for them otherwise, at the expense of the city or town concerned. (General Laws, Ch. 117, Sects. 36-38.)

Provision is made that tramps and vagrants, if physically able, shall perform labor of some kind, and shall be lodged under conditions prescribed by the State Department of Public Health. (General Laws, Ch. 117, Sect. 20.)

The Department of Public Welfare is authorized to advise with and assist local boards of public welfare in preparation of plans for infirmary buildings. (General Laws, Ch. 121, Sect. 38.)

INSPECTION OF INFIRMARIES

There are in Massachusetts 104 infirmaries. As required by law, every infirmary has been visited at least once by the department's inspector.

Recommendations are made at the time of inspection where need of improvement is obvious.

Attention is directed to the fact that the Department has not the power to enforce recommendations. The Statutes provide that the Department visit an infirmary and as a result of such visit make such suitable recommendations to the Welfare Board of Cities and towns as would be necessary.

INFIRMARIES CLOSED

During the past year the infirmaries at Easton, Fitchburg, Holliston, Ipswich, Lancaster and Newton closed.

NEW CONSTRUCTION

There have been no new infirmaries constructed during this year. Improvements have been made in a great many infirmaries to their present structure.

INFIRMARY VISITORS

The infirmary visitors are local residents, giving their services under the Commissioner's appointment. Those in office now are: Andover, Mrs. Frank L. Brigham; Boston, Miss Theresa M. Lally; Easthampton, Mrs. M. J. O'Neill; Fall River, Mrs. Joseph E. Barre; Fitchburg, Mrs. T. R. Shea; Greenfield, Mrs. Henry F. Nash; Holyoke, Mrs. John M. James; Lancaster, Miss Mary Belle Bailey; Malden, Mrs. Catherine A. Lovejoy and Mrs. Ellen Woolfson; Manchester, Mrs. Grace L. Porter; Marlboro, Mrs. L. H. Tourtellotte; Montague, Mrs. Richard R. Lyman; Nantucket, Miss Mildred H. Brooks; Newburyport, Mrs. Frederick Tigh; North Adams, Miss Ione Northrup; North Attleborough, Mrs. Henrietta W. Livingston; Northampton, Miss Clara C. Allen; Somerville, Mrs. Marguerite E. Kauler; Springfield, Mrs. Laura H. Congdon and Mrs. Katherine R. Hatch; Townsend, Mrs. James H. Bennett; Waltham, Mrs. Anna Fogg; Warren, Mrs. Edna Deland.

IMPROVEMENTS

Adams, painted downstairs of men's dormitory, installed drinking fountain, covered one floor with linoleum, replaced mattresses pillows, sheets, cases and spreads. Painted dining rooms, kitchen, and papered living room, repainted beds, bought new curtains for main house for some of the windows. Athol, laid three linoleums, inside papering and painting. Attleboro,, changed wiring throughout infirmary, installed electric pump. Ayer, painted bedrooms and halls and repaired bathroom. Barnstable, general repairs and upkeep. Barre, extensive repairs on buildings on account of hurricane. Billerica, general repairs. Boston (Long Island), new men's dormitory, new cafeteria for employees furnished with electric stainless steel equipment. A new 1200 ampere generator, new toilet, bath, lavatory, sterilizer-hopper facilitis, new laundry, addition to incinerator, 45 feet of drain pipe laid and two manholes laid, 350 feet of wooden fence placed, purchased new shock-proof tube for x-ray. Animal yard outside the Pathology Lab. remodelled, new cages for animals, new Sollux heat lamp, complete reconditioning of medical director's house inside and outside. Purchased Ford-Ferguson Tractor with snow plow and hydraulic lift, also 2½ ton trailer. Beautified grounds surrounding chapel, substituted old wooden crosses in cemetery with numbered concrete markers. Cambridge, cleaning and painting throughout the building, complete renovation of women's hospital solarium and children's nursery, complete survey and repairs to fire alarm system and fire extinguishing apparatus.

Clinton, W.P.A. progressive project -- entire building renovated. Concord, new plumbing, storm windows and other repairs to house. Duxbury, part of roof shingled. Easthampton, redecorated all inside woodwork, new tractor and truck, shingled outside of cow stable and main barn. Fall River, installed regulation refrigerator, reshingled main building roof, remodeled store room, kitchen and two rooms for nurses. Franklin, painted four rooms and screened back porch. Greenfield, interior decorating and painting, installed new boiler. Haverhill, repairs on boiler, installed fire lines and stations, installed return lines on steam system, repairs on house, roof and gutters, general repairs and painting outside. Holyoke, new roof on main building, boiler house and coal pocket, new linoleum on big dining room, painted and repaired walls and ceilings, also beds and corridor. Hudson, purchased new kitchen stove, new sink, two enamel tubs in laundry, painted and varnished floors and 32 chairs, plastered two ceilings. Lynn, new gas stove, two frialators, 1 slicing machine, 1 grinding machine, new wiring throughout institution, new dispensary complete, interior of building painted and refinished. Reception room for inmates, new metal chairs for ladies' ward, boilers rebuilt, steam lines repaired, smoke house completely renovated. Marblehead, repairs on plumbing, new mattresses. Medford, shingled barn, inside painted, protection of steam line under sun parlor. Milton, general small repairs and improvements. Newburyport, new linen closet, inside repairs and improvements, also painting. North Andover, new garage doors, inside repairs, improvements and painting. Pittsfield, new boiler, painting and general repairs. Plymouth, improvements and repairs to infirmary. Provincetown, new wire fence, general painting and papering. Quincy, improved first floor bathroom, repaired chimney and furnace, purchased new gas stove, enlarged hot house, repapered dining and bed rooms. Rockland, general painting, broke up two acres of newland. Stoneham, new fire escape. Taunton, general carpentry and roofing, painting and glazing, hardware and iron work, plumbing and draining, masonry and plastering, electrical work, heating and ventilation. Uxbridge, new showers and other bathroom fixtures, new plumbing, new floor and linoleum, new radio. Wakefield, new ice chest unit, new hot water back for cook range, new cement floors, gauge on oil tank. Waltham, 10-bed addition and sun parlor, enlarged smoking room, built a cow litter upstairs in barn and moved cows from basement. Ware, general repairs. Watertown, general repairing and painting. Westborough, painting, repairing and shingling. Westfield, constructed storage barn, new toilet installed, new armchairs, rubber matting in hallways, new ventilator in cow barn, repairs on water line, painting and varnishing. Westport, new electric refrigerator, inlaid linoleum, new floors and hot water system. Winchendon, new linoleum, general repairs. Woburn, seven rooms painted and papered, general repairs where needed.

TABULATED INFORMATION RELATING TO INFIRMARIES - 1941

G. FRANK McDONALD, SUPERVISOR

TOWNS AND CITIES	SUPERINTENDENT	SALARY	TOTAL ACREAGE	VALUATION	NET COST	LARGEST NUMBER	POPULATION ON INSPECTION
Adams	Walter Hadala	$1,350.	360	$20,850.	$8,101.	19	12
Amesbury	Joseph Ryan	1,100.	52	9,000.	6,600.	26	15
Andover	Bertha W. Thornton	1,000.	1	46,663.	9,180.	14	12
Athol	Justin E. Welch	1,200.	142	22,000.	7,739.	22	19
Attleboro	Addie Hoyle	900.	118	11,500.	6,593.	25	14
Ayer	W. A. Bean	1,080.	65	29,278.	3,183.	6	3
Barnstable	George Hughes	1,080.	10	13,000.	6,341.	14	12
Barre	Harvey Rosbury	1,200.	200	10,000.	2,832.	13	10
Beverly	George D. Batchelder	1,300.	7	64,625.	17,101.	40	34
Billerica	Ezra Savage	900.	100	7,250.	5,728.	7	5
Boston	Dr. James V. Sacchetti	4,500.	167	3,540,000.	741,308.	1588	1255
Braintree	Patrick Donahue	1,500.	7½	82,500.	7,470.	16	10
Bridgewater	Myron E. Amber	960.	125	5,300.	2,489.	5	3
Brockton	Edward F. Corson	2,236.	160	195,500.	62,554.	127	104
Brookline	Elizabeth McMahon	500.	2	28,500.	10,225	24	14
Cambridge	William C. Conway	2,350.	6	600,000.	67,903.	228	182
Chelmsford	Sinai Simard	900.	29	10,700.	4,563.	8	4
Chicopee	August D. Paulhus	1,800.	17½	215,000.	29,243.	132	98
Clinton	Ethel Kittredge	988.	15	44,000.	6,949.	20	18
Concord	Peter C. Peterson	1,000.	74	19,500.	2,337.	7	6
Dartmouth	Fred Payson	1,200.	62	21,000.	4,049.	11	10
Dedham	John C. Mulkern	1,560.	8	27,700.	7,500.	26	22
Duxbury	Charles Hayden	500.	5	4,700.	2,300.	3	0
Easthampton	Leonard D. Kingston	1,500.	120	28,000.	7,494.	20	20
Fairhaven	Edith A. Eldredge	780.	15	19,400.	7,824.	9	9
Fall River	Thomas H. Friar	2,225.	11	139,400.	73,859.	236	198
Falmouth	Andrew Davis	1,122.	2	21,500.	2,522.	10	7
Franklin	Walter R. Adams	1,200.	123	13,500.	8,168.	15	15
Gardner	Alec Brown	1,200.	330	43,000.	5,176.	29	0
Gloucester	Leland Wolfe	1,250.	10	69,200.	25,000.	57	48
Greenfield	Harry E. Smith	1,400.	150	20,000.	6,980.	28	24
Hanson	Walter J. LaFreniere	600.	52	5,000.	2,074.	5	0
Harwich	Jessie Hall	720.	4	1,150.	2,793.	6	4
Haverhill	William W. Savage	2,000.	125	205,406.	44,981.	147	111

Hingham	William Harper	$1,055.	18	$36,185.	$3,569.	11	10
Holyoke	Thomas Murphy	1,900.	94	141,040.	39,954.	183	123
Hudson	John A. Hickey	1,200.	114	44,794.	6,583.	23	9
Lowell	Arthur G. DeLorme	1,800.	50	251,750.	88,439.	370	298
Lawrence	Richard A. Burke	1,500.	37	550,000.	127,000.	264	254
Leominster	William Meunier	1,500.	96	101,000.	12,730.	37	26
Lynn	John J. Davis	1,700.	24	150,000.	35,339.	124	93
Malden	James McFadden	2,000.	6	104,600.	12,344.	89	56
Manchester	James W. Andrews	1,260.	10	21,500.	4,212.	8	6
Mansfield	Ralph L. Williams	1,381.	91	25,000.	4,008.	11	9
Marblehead	John W. Kelley	1,500.	6½	36,000.	7,068.	17	14
Marlboro	Lester Baker	1,200.	10	60,000.	9,422.	34	20
Marshfield	Mabel Frick	691.	40	19,000.	4,778.	12	11
Medford	John G. Rogers	2,100.	16	51,300.	9,429.	41	26
Methuen	Grace D.Stevens	1,200.	125	80,700.	11,000.	29	27
Middleboro	Ernest Crowell	1,200.	35	40,700.	7,240.	22	18
Milton	Chester A. Braman	1,200.	40	39,900.	2,423.	6	0
Milford	Morris L. Brittle	1,500.	125	60,000.	11,200.	47	39
Monson	Seymour Freeman	1,020.	225	5,500.	5,600.	16	8
Montague	Henry O'Connell	1,080.	200	7,000.	4,604.	13	11
Nantucket	Malcolm Brady	1,480.	8	20,000.	5,000.	11	11
New Bedford	Catherine E. Brown	1,521.	28	298,900.	56,304.	178	149
Newburyport	Dudley T. Currier	1,200.	74	41,000.	13,053.	38	24
North Adams	Edmond Hinkell	1,774.	300	35,000.	9,210.	44	33
North Andover	Richard Heider	1,200.	125	15,000.	4,272.	7	5
No. Attleboro	Wallace S. Grant	1,100.	66	35,000.	7,569.	34	21
No. Brookfield	Charles Coburn	1,100.	75	29,692.	6,705.	14	9
Northampton	Merville H. Stowe	1,144.	20	36,122.	9,230.	30	21
Northbridge	G. Osterman	1,600.	85	9,900.	10,236.	38	39
Oxford	William Hatfield	900.	245	10,000.	6,585.	24	10
Palmer	Maurice Lawlor	1,500.	150	16,600.	4,081.	14	9
Peabody	Thomas Gilroy	1,800.	200	82,000.	19,600.	82	77
Pembroke	Charles Howe	400.	69	7,000.	3,354.	4	4
Pittsfield	William T. Griffin	1,980.	184	117,450.	18,121.	108	60
Plymouth	Russell L. Dickson	878.	10½	17,800.	7,942.	20	15
Provincetown	Edna Tasha	600.	1	8,000.	3,000.	9	5
Quincy	William Walsh	1,200.	3	7,000.	7,897.	37	17
Randolph	John H. Marcille	1,356.	18	12,000.	4,500.	15	5
Rockland	Earl W. Wyatt	1,020.	16	15,855.	7,250.	14	8
Rockport	George F. Parsons	700.	5	14,500.	2,400.	6	4
Salem	William T. Jeffery	1,600.	30	100,000.	20,793.	80	64
Saugus	Fred J. Sellick	1,000.	190	71,800.	4,445.	19	10
Somerset	Mary Fleck	600.	55	37,500.	2,063.	4	4
Somerville	Herman Reynolds	2,500.	8½	230,400.	17,359.	75	62
South Hadley	Philip Struthers	780.	30	10,850.	3,249.	7	5
Southbridge	Joseph Parent	1,800.	1	18,000.	6,000.	20	15

Spencer	Harry W. Wilson	$600.	190	$14,100.	$5,388.	16	9
Springfield	William J. McCann	3,000.	12	147,750.	114,278.	318	228
Stoneham	William H. Rolfe	1,700.	18	27,000.	8,862.	29	16
Stoughton	Thomas Smyth	1,180.	86	15,000.	2,571.	13	4
Sturbridge	Earl Morey	960.	86	6,500.	2,410.	8	6
Sutton	Ralph Morey	720.	135	15,120.	4,921.	5	0
Taunton	Clarence E. Shove	1,500.	110	100,734.	19,892.	50	38
Townsend	Abbey Newell	800.	195.	12,150.	2,021.	8	6
Uxbridge	Herman Nydam	1,000.	65	10,000.	5,956.	20	16
Wakefield	Jerry J. Peck	1,437.	4	12,000.	6,797.	24	15
Waltham	Leon C. Hoyt	1,800.	43	70,600.	18,463.	70	61
Ware	Darius Demers	960.	55	25,000.	3,453.	9	8
Wareham	Benjamin Robbins	400.	4	6,350.	2,668.	9	5
Watertown	Patrick J. Skehill	1,000.	5	46,734.	6,600.	16	9
Webster	Hecker Patenaude	1,800.	217	22,220.	10,175.	38	37
Westboro	George J. Ward	1,200.	14	11,900.	3,860.	11	0
Westfield	Richard T. Carrier	1,200	123	42,000	10,293.	37	26
Westford	Leo Cornell	1,200.	158	12,500.	6,914.	10	9
Westport	Margaret S. Costa		42	5,500.	3,433.	6	6
Weymouth	Fred P. Tolman	1,800.	40	42,800.	5,900.	19	7
Winchendon	John R. Priest	1,080.	18	22,400.	6,780.	22	16
Woburn	Thomas J. Curran	1,320.	25	19,500.	5,602.	24	17
Worcester	Ellery E. Royal	4,150.	499	573,300.	147,620.	330	272
CHARLTON ASSOCIATION							
Charlton							
Ashburnham							
Auburn							
Berlin							
Boylston							
Brookfield							
Hardwick							
Holden							
Leicester							
Millbury							
New Braintree							
Oakham							
Princeton	H. D. Sargent	1,800.	510	26,000.	13,643.	43	41
Rutland							
Sterling							
Warren							
W. Boylston							
Westminster							
E. Brookfield							
Holland							
Dana							

STATISTICS OF POOR RELIEF

Numbers Relieved

The following information covers public relief whether rendered in institutions or outside, and aid rendered by all public agencies, whether state or local. The total number of persons aided appears in Table I, alone. The remaining tables analyze by age, sex and nativity, the number of persons on General Relief only, omitting those aided by reason of unemployment, and the tabulations are concluded by figures for cost of all relief.

Table I shows the number supported or relieved by the cities and towns during the year beginning April 1, 1940, and ending March 31, 1941. All persons are included, regardless of settlement. The total number receiving aid in any form, exclusive of vagrants and wayfarers was 544,786. Of this number 315,598 were aided on account of unemployment, mostly in their own homes. The remaining 229,188 is comprised of the following: Old Age Assistance, 100,096 recipients; Aid to Dependent Children, 52,372 and 76,118 chronic general relief cases. Of the 76,118 chronic general relief cases, 19,355 were aided in institutions and 56,763 outside, either in private families or their own homes. Of the persons aided in institutions, 9,293 were relieved in the various city and town infirmaries, leaving 10,062 who were cared for in other institutions. It should be noted that certain cities which have city hospitals have not reported persons aided therein under "poor relief." Of the outside aid, 6,723 cases were aided in private families other than their own, while 50,040 were reported as having been aided in their own homes.

Table II supplies the data for persons aided or relieved by the Commonwealth. In addition to aid rendered directly by the Commonwealth, this table includes cases in which the relief has been rendered by the several cities and towns in the first instance and those cities and towns have been reimbursed by the Commonwealth.

Table III shows the movement of the population in the dependent group during the year. (See foot note.) As previously explained, it should be remembered that persons aided by reason of unemployment and Aid to Dependent Children and Old Age Assistance cases are excluded from this table and the following tables. The persons who passed out of care during the year number 31,278. Those in this total released by death number 2,202 and 1,614 persons were transferred. At the close of the year, therefore, the Commonwealth had 44,840 persons remaining in this group.

Table IV begins classification of the number of these persons by color, nativity and sex. Of the 76,118 persons so aided, 38,321 were males and 37,797 females. The native-born whites--50,067, number more than twice the foreign born of the white races.

Table V gives a further analysis of the native-born persons aided during the year classified by parent nativity. The parents of 22,456 were both native; 14,133 were children of foreign-born parents; 10,909 were parents one of whom was foreign-born or unknown; while the nativity of parents in 4,295 cases could not be ascertained. It appears, therefore, that of the 76,118 persons receiving aid during the year, there were at least 25,042 who were either foreign-born or were of the first generation in our citizenship.

By Table VI it appears that of the 76,118 persons analyzed, 4,104 were under five years of age; 15,800 were under fifteen; 21,903 were under twenty; 30,980 were between twenty and sixty; and 22,066 were over that age. The ages of 1,209 were unknown.

Among the poor persons relieved there is always a considerable number of mental defectives who for one reason or another have not been committed and are therefore not cared for in the special institutions such as the mental hospitals maintained for that purpose. In regard to this class it is to be noted further that since no court has passed upon their mental condition, their classification is made here because, in the opinion of the respective authorities making the

returns, there is no doubt of their defect. Table VII affords a classification into three groups, according to the nature of the defect, and a division by sex. The total number thus cared for was 250, namely 134 males and 116 females. Two hundred twenty-one (221) of these cases were relieved by cities and towns; the remaining 29, having no settlement, were aided at the expense of the Commonwealth. Sixty-five (65) of the whole number were classed as insane mostly the senile and mildly insane to be found in the infirmaries. This total includes 37 males and 28 females. One hundred forty-seven (147) were called idiotic, namely 75 males and 72 females. The epileptics totaled 38, of whom 22 were males and 16 females.

Table VIII calls attention more pointedly to the sex and nature of discharge from relief of those persons who passed out of aid during the year. Of the 31,278 cases so dismissed, 16,909 were males and 14,369 were females. Those released to the care of relatives or friends numbered 8,739, transferred to other institutions 1,614, and discharged without relatives or friends or other authorities agreeing to look after them, 18,723. The great majority in this last group were persons assisted through illness, after which they became self-supporting again.

As appears from Table IX the foreign born who were receiving public relief during the year number 23,530. Canada furnishes 6,847 of this number; England and Wales, 1,362; Germany, 238; Ireland, 3,821; Italy, 3,365; Russia and Poland, 2,863; Scandinavia, 525; Scotland, 392; and all other countries, 4,117.

Table X shows the percentage of the various classes to the whole number. Thus, of the 76,118 persons analysed, 74.89 per cent were settled cases and 25.11 per cent were unsettled. As to the place in which relief was given, 25.43 per cent of the total were aided in institutions, namely 12.21 per cent in infirmaries, 5.72 per cent in state institutions and 7.50 per cent in other institutions, mostly under private management. Outdoor relief, designated as aid "outside", was given in 74.57 per cent of all the cases. Most of these, namely,

65.74 per cent, were relieved in their own homes. Aid was given in private families other than the recipient's own--mostly boarded cases--in 8.83 per cent instances. Percentages of age show that 30.14 per cent were minors, 39.29 per cent were between the ages of twenty-one and sixty, and 28.98 per cent were sixty or over. The ages of 1.59 per cent were unknown. As to sex, males rated 50.34 per cent and females 49.66 per cent. The number of colored persons was very small, totaling only 2.76 per cent.

By reason of excellent supervision in the care of defectives, the percentage of those mentally deficient persons still cared for as poor relief cases is exceedingly small, and tends always to decrease. The mental condition of all the cases analyzed shows that 99.67 per cent were sane, .09 per cent were insane, .19 per cent were idiotic and .05 per cent were epileptic.

It is of further interest to learn the numerical relation to the whole population of the persons relieved at public expense as analyzed in Table XI, which exhibits the number of each class in every thousand of the population of the Commonwealth on a basis of the census of 1940. Thus it is shown that in each thousand of the population there were 126.20 indigent persons relieved at public expense. The number analyzed--i.e. General Relief cases, excluding persons aided because of unemployment, were 17.63 in a thousand. Of these, 8.88 were males and 8.75 were females. The native born numbered 11.99 in the thousand; foreign born, 5.45; native born of foreign parentage, 3.27; and those of unknown nativity, .19. The proportion of vagrants reported was 5.50 in the thousand.

Cost of Poor Relief

The funds expended by the cities and towns for all poor relief within the fiscal year are shown in Table XII. The aggregate is classified as "ordinary" or maintenance, and "extraordinary" or special. Together with the ordinary outlays are shown the receipts on account of maintenance, and the

difference set out under "net ordinary expenditures." The ordinary outlay is classified as expenses in institutions and outside. The subdivision follows the classification in Table I regarding the nature and place of aid. The grand total in Table XII shows that an aggregate of $69,201,240.09 was laid out by the several cities and towns. Of this sum, $69,046,396.47 was ordinary outlay, or maintenance, an increase of $1,656,895.27 over last year; the remainder, or $154,843.62, was expended for sundry improvements at the city and town infirmaries. Of the money expended for maintenance, $2,415,919.62 was expended for infirmary care and $1,754,702.62 for relief in other institutions. Care in private families took $795,480.77 and relief in the recipients' own homes, i.e. outdoor poor relief, totaled $21,433,967.80. The sum of $30,968,267.53 was expended for Old Age Assistance, an increase of $2,306,678.23 over 1940. The figure for outdoor relief shows a decrease of $1,894,358.10 over the previous year. The sum of $8,833,068.89 was expended for Aid to Dependent Children. This expenditure shows an increase of $1,012,602.75. The cost of administration, including salary and office expenses of the local public welfare boards, came to $2,844,999.24. The total receipts on account of ordinary expenditures were $37,231,324.98 — classified as receipts on account of infirmaries, $219,311.79 and all other, $197,500.54. Subtracting receipts leaves $31,393,252.19 as the net ordinary outlay.

In Table XIII the analysis shown for cities and towns by Table XII is carried out for cases aided out of the state funds. Of the $17,848,988.05 expended for this purpose, $17,841,096.18 was on account of ordinary expenditures, laid out as follows: at the Tewksbury State Hospital and Infirmary, $745,065.88, at the State Farm, $463.65, at the Massachusetts Hospital School, $113,093.45 and all other expenditures outside of institutions, $16,982,473.19. Extraordinary expenditures totaled $7,891.87, all expended for special improvements at the several institutions just enumerated. Inasmuch as it is impossible to trace institution expenditures to the separate individuals receiving the aid, the figures

set out under the state tables of cost are arrived at by taking from the net cost of maintenance that proportion which the average number relieved in the institution bears to the average inmate population of the institution.

In Table XIV state and local outlays are added, showing that of the $49,404,085.11 expended for public poor relief, $49,241,349.62 was for ordinary outlays, of which $4,612,432.99 went for institutional relief and $41,783,917.63 was for relief outside. The total of extraordinary expenditures was $162,735.49.

LAWS AFFECTING THE DEPARTMENT
PASSED BY LEGISLATURE OF 1941

Chap. 44-AN ACT PROVIDING THAT MINORS MAY PETITION FOR ADOPTION OF THEIR NATURAL CHILDREN.

Approved February 28,1941

Chap. 63-AN ACT AUTHORIZING THE LEASE TO THE UNITED STATES OF AMERICA, FOR NATIONAL DEFENCE PURPOSES,OF CERTAIN AREAS IN CERTAIN STATE FORESTS.

Approved March 8,1941

Chap. 65-AN ACT REGULATING THE USE OF RECEIPTS FROM THE SALE BY CITIES AND TOWNS OF FEDERAL SURPLUS COMMODITY STAMPS.

Approved March 8,1941

Chap. 94-AN ACT PROVIDING FOR THE PAYMENT BY THE COMMONWEALTH TO THE UNITED STATES OF AMERICA OF A PORTION OF THE PROCEEDS OF SALES OF STATE FOREST PRODUCTS RESULTING FROM OPERATIONS OF THE CIVILIAN CONSERVATION CORPS.

Approved March 13,1941

Chap.191-AN ACT RELATIVE TO COMPLAINTS FOR ESCAPES FROM THE TEWKSBURY STATE HOSPITAL AND INFIRMARY

Approved April 23,1941

Chap.196-AN ACT PROVIDING THAT INMATES OF THE TEWKSBURY STATE HOSPITAL AND INFIRMARY MAY BE REQUIRED TO PERFORM LABOR.

Approved April 23,1941

Chap.201-AN ACT PENALIZING THE UNLAWFUL POSSESSION, HANDLING OR CONSUMPTION OF CERTAIN LIQUIDS AND ARTICLES BY INMATES OF THE TEWKSBURY STATE HOSPITAL AND INFIRMARY.

Approved April 23,1941

Chap.327-AN ACT RELATIVE TO MENTAL AND PHYSICAL EXAMINATIONS OF DELINQUENT CHILDREN.

Approved May 26,1941

Chap.334-AN ACT PROVIDING FOR NON-PROFIT MEDICAL SERVICE PLANS. (Sect.3)

Approved May 28,1941

Chap.351-AN ACT MAKING CERTAIN CHANGES IN THE GENERAL LAWS NECESSITATED BY THE CHANGE IN THE NAME OF THE INSTITUTION FORMERLY KNOWN AS THE STATE INFIRMARY TO THE TEWKSBURY STATE HOSPITAL AND INFIRMARY AND CERTAIN OTHER MINOR PERFECTING CHANGES.
(Sect.1-43)

Approved June 4,1941

TABLE V.— Number of Native-born Poor Persons Supported or Relieved during the Year ending March 31, 1941, classified by Parent Nativity.*

SOURCE OF RELIEF	Cities and Towns	State	Total
Total native-born	38,223	13,558	51,781
Parents:			
Native	16,218	6,240	22,458
Foreign	10,840	3,293	14,133
Mixed	6,117	2,792	10,908
Unknown	5,050	1,233	4,283

TABLE VI.— Number of Poor Persons Supported or Relieved during the Year ending March 31, 1941, classified by Present Age.*

SOURCE OF RELIEF	Cities and Towns	State	Total
Aggregate	57,006	19,112	76,118
Under 5	3,110	994	4,104
5 to 9	4,077	1,581	5,658
10 to 14	4,306	1,783	6,088
15 to 19	4,306	1,737	6,043
20 to 24	3,096	931	4,027
25 to 29	2,658	738	3,396
30 to 34	2,365	864	3,229
35 to 39	2,423	1,141	3,564
40 to 44	2,326	1,091	3,417
45 to 49	2,451	1,153	3,605
50 to 54	3,015	1,199	4,212
55 to 59	4,187	1,309	5,496
60 to 64	5,337	1,465	6,802
65 to 69	4,500	1,162	5,662
70 to 74	3,129	748	3,877
75 to 79	2,439	539	2,978
80 to 84	1,471	290	1,761
85 to 89	645	92	737
90 to 94	155	30	185
95 to 99	41	7	48
100 and over	13	-	13
Unknown	949	250	1,200

TABLE VII.— Number of Mentally Impaired Persons Supported or Relieved as Poor Persons during the year ending March 31, 1941, classified by Mental Defect and by Sex.*

SOURCE OF RELIEF	Cities and Towns	State	Total
Aggregate	221	29	250
Male	122	12	134
Female	99	17	116
Insane:			
Total	56	9	65
Male	35	2	37
Female	21	7	28
Idiotic:			
Total	131	16	147
Male	68	7	75
Female	63	9	72
Epileptic:			
Total	34	4	38
Male	19	3	22
Female	15	1	16

*Excluding Old Age Assistance, Aid to Dependent Children, and unemployment cases - see back.

TABLE VIII.- Number of Poor Persons Discharged from Support or Relief during the Year ending March 31, 1941 classified by Character of Discharge and Sex.*

SOURCE OF RELIEF	Cities and Towns	State	Total
Aggregate	22,544	8,734	31,278
Male	11,596	5,313	16,909
Female	10,948	3,421	14,369
To care of relatives and friends:			
Total	6,622	2,117	8,739
Male	3,435	1,124	4,559
Female	3,187	993	4,180
To other institutions:			
Total	836	778	1,614
Male	509	480	989
Female	327	298	625
To care of self:			
Total	13,366	5,357	18,723
Male	6,590	3,363	9,953
Female	6,767	1,994	8,761
Died:			
Total	1,720	482	2,202
Male	1,053	346	1,399
Female	667	136	803

TABLE IX.- Number of Foreign-born Persons who Received Public Relief during the Year ending March 31, 1941 classified by Countries of Birth.

SOURCE OF RELIEF	Cities and Towns	State	Total
Total foreign-born	18,254	5,276	23,530
Number born in:			
Canada	5,200	1,647	6,847
England and Wales	1,054	308	1,362
Germany	187	51	238
Ireland	2,903	918	3,821
Italy	2,777	588	3,365
Russia and Poland	2,334	529	2,863
Scandinavia	389	136	525
Scotland	296	96	392
Other Countries	3,112	1,005	4,117

*Excluding Old Age Assistance, Aid to Dependent Children, and unemployment cases - see text.

TABLE X.- Percentage of the Various Classes of Persons Relieved at Public Expense during the Year ending March 31, 1941, to the Whole Number so Relieved.*

SOURCE OF RELIEF

Total number of persons relieved	76,118
Percentage:	
Local	74.89
State	25.11
Place of Relief:	
In institutions:	
Total	25.43
Infirmaries	12.21
Other institutions	7.50
State institutions	5.72
Outside:	
Total	74.57
Private families	8.83
Own homes	65.74
Age:	
20 and under	30.14
21 to 59	39.29
60 and over	28.98
Unknown	1.59
Sex:	
Male	50.34
Female	49.66
Color:	
White	97.24
Colored	2.76
Mental Condition:	
Sane	99.67
Insane	.09
Idiotic	.19
Epileptic	.05

TABLE XI.- Numerical Relation to the Whole Population of the Several Classes of Persons Relieved at Public Expense during the Year ending March 31, 1941.

Population 1940	4,318,721
Number per 1,000 of Population:	
Of all Persons Relieved,- see table #1	136.20
Of all Persons Analyzed	17.63
Of Males	9.08
Of Females	8.75
Of Native Born	11.99
Of Foreign Born	5.46
Of Native Born of Foreign Parentage	3.27
Of Unknown Birth	.18
Of Vagrants	5.80

*Excluding Old Age Assistance, Aid to Dependent Children, and unemployment cases - see text.

TABLE XIII.- Net Cost to the State of Supporting and

and in Families.

Aggregate	
Ordinary expenditures	
In institutions	
State Infirmary	$
State Farm	
Massachusetts Hospital School	
Total, outside institutions	
Extraordinary expenditures on account of institutions	

TABLE XIV.- Total Net Cost of Public Poor Relief in

ending March 31, 1941.

SOURCE OF RELIEF	Cities and Towns
Aggregate	$ 31,055,007.0
Ordinary expenditures:	
Total	31,409,253.4
In institutions	3,763,809.3
Outside	24,801,444.8
Public Welfare Administration	2,844,999.1
Extraordinary expenditures on account of institutions	156,843.6

Chap.398-AN ACT FURTHER REGULATING THE ALLOWANCE OF ACCOUNTS OF GUARDIANS AND CONSERVATORS OF INMATES OF CERTAIN INSTITUTIONS UNDER THE JURISDICTION OF THE DEPARTMENT OF MENTAL HEALTH, AND RELATIVE TO THE COLLECTION OF SUMS DUE FOR THE SUPPORT OF SUCH PERSONS.

Approved June 20,1941

Chap.402-AN ACT ESTABLISHING A MERIT SYSTEM, SUBSTANTIALY SIMILAR TO THE CIVIL SERVICE SYSTEM, FOR CERTAIN OFFICERS AND EMPLOYEES OF LOCAL BOARDS OF PUBLIC WELFARE, TO BE ADMINISTERED BY THE DIVISION OF CIVIL SERVICE, AND VALIDATING ACTION UNDER THE MERIT SYSTEM INSTALLED AND ADMINISTERED BY THE DEPARTMENT OF PUBLIC WELFARE AT THE INSTANCE OF THE FEDERAL SOCIAL SECURITY BOARD. (Sect. 1,5,8)

Approved June 24,1941

Chap.404-AN ACT RELATIVE TO VISITATIONS BY THE DEPARTMENT OF PUBLIC WELFARE OF CERTAIN PERSONS RECEIVING PUBLIC AID.

Approved June 24,1941

Chap.405-AN ACT CHANGING THE METHOD OF REIMBURSEMENT BY THE COMMONWEALTH ON ACCOUNT OF AID RENDERED BY CITIES AND TOWNS TO DEPENDENT CHILDREN.

Approved June 24,1941

Chap.406-AN ACT RELATIVE TO THE DATE OF RENDERING CERTAIN ACCOUNTS FOR STATE REIMBURSEMENT ON ACCOUNT OF CERTAIN PUBLIC AID.

Approved June 24,1941

Chap.412-AN ACT AUTHORIZING REIMBURSEMENT BY THE COMMONWEALTH FOR CARE, IN PRIVATE HOSPITALS, OF CERTAIN SICK POOR PERSONS.

Approved June 25,1941

Chap.523-AN ACT RELATIVE TO FUNDS RECEIVED BY THE COMMISSIONER OF PUBLIC WELFARE FOR THE BENEFIT OF PERSONS UNDER THE CARE AND SUPERVISION OF THE DEPARTMENT OF PUBLIC WELFARE.

Approved July 24,1941

Chap.561-AN ACT EXTENDING TO FORMER PATIENTS OF COUNTY AND STATE HOSPITALS AND SANATORIA THE ADVANTAGES OF CORRESPONDENCE COURSES FREE OF CHARGE FOR A CERTAIN PERIOD.

Approved July 30,1941

Chap.593-AN ACT TO ENABLE THE DEPARTMENT OF PUBLIC WELFARE TO CO-OPERATE MORE FULLY WITH THE FEDERAL GOVERNMENT IN CONNECTION WITH THE ADMINISTRATION OF THE LAWS RELATIVE TO AID TO DEPENDENT CHILDREN.

Approved August 2,1941

Chap.596-AN ACT TO PROMOTE EQUALITY OF COMPENSATION FOR POSITIONS IN THE STATE SERVICE.
(Sect. 12,13,25)

Approved August 2,1941

Chap.597-AN ACT TO ENABLE THE DEPARTMENT OF PUBLIC WELFARE TO CO-OPERATE MORE FULLY WITH THE FEDERAL GOVERNMENT IN CONNECTION WITH THE ADMINISTRATION OF THE LAWS RELATIVE TO OLD AGE ASSISTANCE.
(Sect.1,2)

Approved August 2,1941

Chap.618-AN ACT RELATIVE TO THE DISPOSITION OF CERTAIN UNCLAIMED MONEYS HELD BY THE DIVISION OF CHILD GUARDIANSHIP FOR THE BENEFIT OF CERTAIN WARDS THEREOF.

Approved August 4,1941

Chap.629-AN ACT RELATIVE TO THE SUPERVISION OF CERTAIN INFANTS IN BOARDING HOUSES.

Approved August 4,1941

Chap.630-AN ACT TO MAKE RECORDS RELATING TO OLD AGE ASSISTANCE, AID TO DEPENDENT CHILDREN AND AID TO THE BLIND CONFIDENTIAL, TO PROHIBIT THE MISUSE OF SUCH RECORDS, TO CREATE A PENALTY FOR SUCH MISUSE AND TO PROVIDE THAT THE LAWS CONCERNING THE CONFIDENTIAL NATURE OF SUCH RECORDS MAY BE EXTENDED TO APPLY TO RECORDS RELATING TO GENERAL PUBLIC ASSISTANCE.

Approved August 21,1941

Chap.634-AN ACT AUTHORIZING THE COMMISSIONER OF PUBLIC WELFARE TO ACCEPT, FOR RELIEF PURPOSES, SURPLUS AGRICULTURAL COMMODITIES FROM THE SURPLUS MARKETING ADMINISTRATION OF THE UNITED STATES DEPARTMENT OF AGRICULTURE, PROVIDING FOR THE DISTRIBUTION OF THE SAME THROUGH THE STAMP PLAN, AND PROVIDING FOR THE DISTRIBUTION OF OTHER COMMODITIES RECEIVED FROM THE UNITED STATES THROUGH SAID ADMINISTRATION.

Approved October 8,1941

Chap.646-AN ACT ESTABLISHING THE MASSACHUSETTS BOARD FOR THE PROMOTION OF OPPORTUNITIES FOR YOUNG PEOPLE.
(Sect.1)

Approved October 10,1941

Chap.648-AN ACT RELATING TO THE COMMITMENT OF JUVENILE DELINQUENTS TO JAIL AND THE CARE OF CHILDREN UNDER SEVENTEEN HELD FOR EXAMINATION OR TRIAL.
(Sect.3)

Approved October 10,1941

Chap.656-AN ACT MAKING CERTAIN CHANGES IN EXISTING LAWS IN CONNECTION WITH THE PROPOSED CHANGE IN THE FISCAL YEAR OF THE COMMONWEALTH.
(Sect.13,17)

Approved October 17,1941

Chap.706-AN ACT RELATIVE TO THE TRANSFER OF THE INSANE TO AND FROM THE WARDS OF THE TEWKSBURY STATE HOSPITAL AND INFIRMARY USED FOR THEIR CARE.

Approved October 28,1941

Chap.729-AN ACT ESTABLISHING AN OLD AGE ASSISTANCE FUND AND MAKING CERTAIN MISCELLANEOUS CHANGES IN THE OLD AGE ASSISTANCE LAW, SO CALLED.

(This bill, returned by the Governor to the House of Representatives, the branch in which it originated, with his objections thereto, was passed by the House of Representatives, October 30, 1941, and, in concurrence, by the Senate, October 30, 1941, the objections of the Governor notwithstanding, in the manner prescribed by the constitution; and thereby has "the force of a law".)

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